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ABSTRACT

Drawing on case studies of six urban community colleges, this report examines the community college mission with respect to economic and workforce development and describes model partnerships involving colleges, community-based organizations, government, and social service organizations to create pathways to employment for the urban poor. Following an executive summary, the report highlights the role of community colleges in the Annie E. Casey Jobs Initiative, designed to identify strategies for connecting residents of inner-city neighborhoods to gainful employment. Issues faced by the colleges in serving the urban poor are then reviewed, highlighting problems in linking non-credit and credit course systems, and the types of programs offered by colleges are discussed. The following five characteristics of successful college programs are then described: strong commitment from college leadership, the provision of intensive support services, the formation of partnerships with social service and community organizations, innovative teaching methods, and active employer involvement. Finally, case studies are provided of successful efforts at the following colleges: El Paso Community College (Texas), LaGuardia Community College (New York), Miami-Dade Community College (Florida), Portland Community College (Oregon), San Diego Community College District (California), and Sinclair Community College (Ohio). Each case study provides a description of the college or district and their approach to serving the urban poor, a synopsis of related programs, and lists of individuals working with the programs. (BCY)

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MAKING CONNECTIONS
COMMUNITY COLLEGE BEST PRACTICE IN CONNECTING THE URBAN POOR TO EDUCATION AND EMPLOYMENT

Joan Fitzgerald
and
Davis Jenkins

Great Cities Institute
University of Illinois at Chicago

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MAKING CONNECTIONS COMMUNITY COLLEGE BEST PRACTICE IN CONNECTING THE URBAN POOR TO EDUCATION AND EMPLOYMENT

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GREAT Cities

UIC'S METROPOLITAN COMMITMENT

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Executive Summary

This report examines how partnerships with community colleges can create pathways to employment for the urban poor. Drawing mainly on six case studies of urban community colleges, the report presents examples of best practice partnerships involving community colleges and community-based organizations (CBOs), government, and social service organizations. The sites are:

El Paso Community College	El Paso, TX
LaGuardia Community College	Long Island City, NY
Miami-Dade Community College	Miami, FL
Portland Community College	Portland, OR
San Diego Community College District	San Diego, CA
Sinclair Community College	Dayton, OH

The report gives an overview of how community colleges have interconnected education and economic development missions. This dual mission, however, has created tensions on a programmatic level. Few community colleges have been able to integrate their credit and non-credit programs or their education and economic development functions. The majority of urban poor students are typically non-credit students, and they seldom advance to credit programs. In other words, a two-tiered system has been created with few opportunities for moving from one to the other. The six colleges in the study have overcome many of these barriers and have attempted to identify effective ways for linking their institutions into integrated systems of training and employment for the urban poor.

Our case studies of these six colleges reveal five characteristics of community college programs that are effective in serving the urban poor:

1) A strong, active commitment from top leadership is essential for long-term success.
2) Effective community colleges provide the range of intensive support services that the urban poor need to succeed in college.
3) Effective community colleges form partnerships with social service agencies and community-based organizations to provide support services.
4) Pedagogical innovation needs to underpin programs that serve the urban poor.
5) Active employer involvement is needed to design programs that place the urban poor in career-path jobs

Several broader policy recommendations are discussed. First, community colleges need to be more accountable to the people they serve. Poor graduation and placement rates of many urban community colleges reflect a need for more accountability. Funding should be more a function of performance than enrollment. To make this change, more community colleges will need to maintain much more performance data, particularly on employment outcomes.

Second, community colleges need a consistent source of funding for programs that have proven to be effective. The 1996 Welfare Reform Act will likely destabilize most welfare-to-college programs by emphasizing getting welfare recipients into jobs as quickly as possible. Students formerly placed in two-year programs will now have to move into one-year certificate programs offering fewer living wage employment opportunities. This new federal direction may create a new and even more destitute class of "working poor."

The individual case studies of the six best practice sites are included as an Appendix. Each study shows the mix of strategies and innovations a particular institution is using to effectively serve the urban poor and ultimately creat pathways to employment for them.

What Can Community Colleges Contribute to the Annie E. Casey Jobs Initiative?

The Annie E. Casey Jobs Initiative seeks to identify effective strategies for connecting the residents of inner-city neighborhoods to gainful employment. Each of the six cities[1] selected to be part of this eight-year initiative is working to connect multiple organizations and institutions into a coordinated system for providing education and training, support services and job placement for the target population. Among the institutions that can figure prominently in these networks are community colleges.

Community colleges are important partners in workforce development systems because access to living wage jobs increasingly requires education beyond high school. Among postsecondary institutions, community colleges are best equipped to provide such education for the poor. There is considerable overlap in the populations served by urban community colleges, social service agencies and community-based organizations (CBOs). These populations include:

- welfare recipients and public housing residents
- unemployed and underemployed adults
- displaced workers
- youth (both in- and out-of-school)
- immigrants

From both an efficiency and quality-of-service perspective, it makes sense to integrate the education and the support services needed to prepare the urban poor for jobs. Partnering allows each agency or organization to focus on providing services around its core area of competence.

This report examines how partnerships with community colleges can create pathways to employment for the urban poor. Drawing mainly on six case studies of urban community colleges, the report presents examples of best practice partnerships involving community colleges and community-based organizations (CBOs), government and social service organizations.

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[1] The cities are: Denver, Colorado; Philadelphia, Pennsylvania; Milwaukee, Wisconsin; New Orleans, Louisiana; Seattle, Washington; and St. Louis, Missouri.

The six sites were identified through interviews with key actors in the field and administrators at 20 community colleges. Each of the colleges was mentioned repeatedly in the interviews as employing best practice in its approach to serving the urban poor. The colleges are:

1. El Paso Community College	El Paso, Texas
2. LaGuardia Community College	Long Island City, New York
3. Miami-Dade Community College	Miami, Florida
4. Portland Community College	Portland, Oregon
5. San Diego Community College District	San Diego, California
6. Sinclair Community College	Dayton, Ohio

This list is not intended to be comprehensive. Best practice programs exist at many other community colleges throughout the country (see Cafferty and Spangenberg, 1983; Christensen and Kine, 1994; Lisman, 1996). The cases presented, however, are illustrative of how community colleges can be responsive to the needs of the urban poor, and also offer insight as to how community colleges can be better connected to systemic initiatives for urban workforce development.

The report proceeds with an overview of how community colleges serve the urban poor. This section examines the historical and social context in which the U.S. system of community colleges emerged. The next section presents programs and strategies used by the six featured colleges in serving the urban poor. Characteristics of community colleges that effectively serve the urban poor are identified, as are policy issues affecting community colleges. The examples presented are used to identify ways that Jobs Initiative sites can effectively integrate community colleges into their systemic initiatives. The concluding policy discussion examines funding and accountability issues affecting the ability of community colleges to serve as bridges to gainful employment for the poor.

How Well Do Community Colleges Serve the Urban Poor?

The educational programs typically offered by community colleges include:

- baccalaureate transfer (liberal arts and sciences)
- occupational and technical education (certificate programs and technical associate degrees)
- adult literacy/ English as a Second Language (ESL)
- non-credit vocational education

- GED and high school completion
- non-credit continuing education
- customized training for industry

The first two program areas represent the credit course offerings, and the latter five represent non-credit courses. In order to assess the role community colleges can play in broad-based initiatives to connect the urban poor to jobs, it is important to have an understanding of the tensions or fault lines that exist between the two mission areas and the various types of programs within them.

Many community colleges opened in the late 1950s and early 1960s. From their inception community colleges have had a dual educational mission that is at the core of how well they serve the urban poor. First, they would serve as an inexpensive alternative for acquiring the first two years of basic education before transferring to a four-year college or university. Second, they would be a source of practical training in vocational and technical fields. Some community colleges emphasized one area over the other,[2] while others attempted to do both. There has been considerable debate as to whether baccalaureate transfer programs, rather than providing democratic access to a college education for lower socio-economic groups, really only "manage ambition" by channeling the poor away from four-year institutions.[3] This is a particularly sensitive issue for many minorities.

In the 1970s, economic restructuring, the failure of many urban school systems and the influx of non-English speaking immigrants placed a new set of demands on community colleges. As the manufacturing economies of many areas of the country were dismantled, community colleges had to become more proactive in economic development if the tax bases on which they relied for funding were not to erode. They were increasingly called upon to retrain workers for new jobs, to work with small and medium-size firms to help them become more productive and innovative, and to provide customized training in new practices that would make firms more competitive. This mission expanded greatly during the 1980s and is still growing. Community colleges throughout the country have become key actors in state and local economic development initiatives (Rosenfeld, 1993). Several states are using community colleges to create a highly skilled labor force to attract new industries.[4] Unfortunately, much of this activity has taken place in suburban and rural community colleges, not in inner cities where the urban poor can benefit.

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[2] For example, in Florida the transfer mission has predominated, and the state's postsecondary education system has been organized accordingly. Many Florida universities offer only junior and senior level courses, assuming that students will complete their general courses at community colleges.

[3] Brint and Karabel (1989:213) argue this point and suggest, "If this dilemma continues to be with us, it is because it is woven into the fabric of a society that is striving still to reconcile the democratic promise of upward mobility through education with the stubborn reality of a class structure with limited room at the top." Indeed, the grim reality is that nationally less than 20 percent of beginning community college students transfer to a four-year institution (although an additional 20 percent transfer to other educational institutions), and in some systems less than 5 percent do so (The Condition of Education, 1996). The likelihood of transferring from a community college to a bachelor's degree program is highly correlated with socioeconomic status (SES). The *1996 Condition of Education* report, for example, reports that 35 percent of high SES students transfer to bachelor's programs compared with 21 percent of middle SES students and 7 percent of low SES students. The same report reveals no significant differences by race or ethnicity in transfer rates. Despite the low transfer rates, the shift in emphasis from transfer to vocational training at some community colleges has been met with resistance by students and parents who still see them as the only point of access to a university education (see Fitzgerald, 1995; 1996).

Another new demand was from students who increasingly entered the system without the academic background to complete college-level work. The number of adult learners without high school diplomas and immigrants wanting to learn English and specific vocational training increased significantly during the 1980s and still continues. In response, the adult basic education (ABE) and English-as-a-second language (ESL) divisions of community colleges were expanded. Further, an increasing number of incoming students with high school diplomas needed to complete remedial work prior to beginning college credit courses. Currently, almost 75 percent of associate degree graduates require remedial work in order to complete their programs (Adelman, 1996). This figure is significant because the more remedial work a student needs, the less likely he or she is to complete a degree program (National Center for Education Statistics, 1996). The increased need for remediation, and the resultant declining degree completion rates especially are evident among Latinos and African Americans (National Center for Education Statistics, 1996).

Few community colleges have been able to integrate their credit and non-credit programs or their education and economic development functions. In fact, these functions are so disconnected in many community colleges that they might as well be offered by separate institutions. The business outreach and economic development activities are often organized in separate and independent entities. The ABL and ESL programs typically are disconnected from vocational or other training. Non-credit students, who are the majority in many urban community colleges, seldom advance to credit programs. This is important because it is at the non-credit level that most of the urban poor enter community college. *In other words, a two-tiered system has been created with few opportunities for moving from one tier to the other.*

Given all of the competing activities and the fault lines among them, it is a wonder that some community colleges have managed to integrate their myriad programs into a coherent literacy into credit programs, graduation rates and access to employment, although in every case there is potential for improvement. It is important to understand how these colleges are in examined for this stitution that creates meaningful opportunities for the urban poor. Among the six colleges report, several have above-average levels of transfer from adult succeeding in order to identify effective ways for linking community colleges into integrated systems of training and employment. The following sections discuss approaches used by community colleges to serve the urban poor more effectively.

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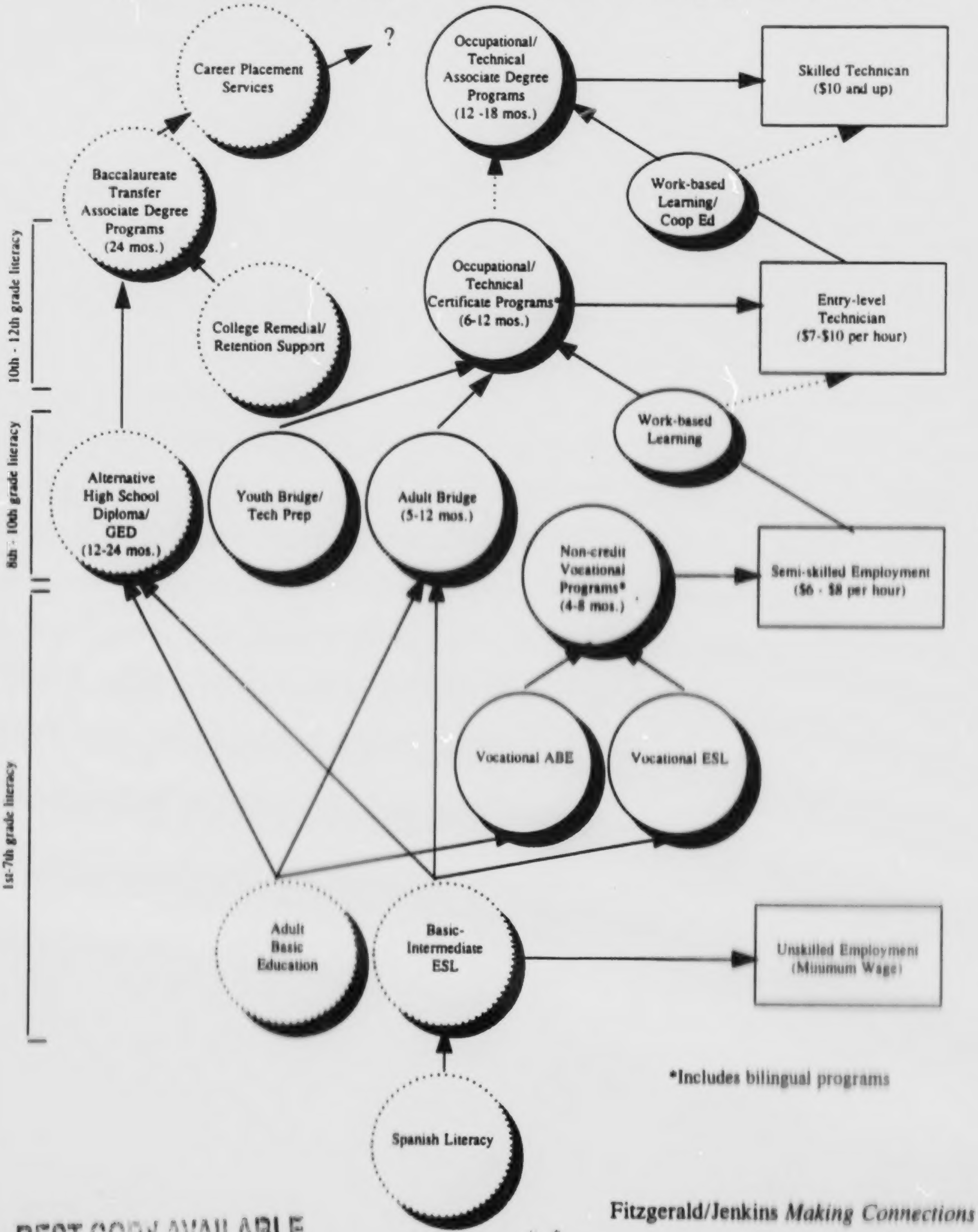
[4] This strategy has been particularly effective in North Carolina, where community colleges offer customized training as part of a package used to attract new industries to the state. The *Wall Street Journal* (26 November, 1996) reports that this strategy has resulted in firms in several new industries locating in the state.

Community College Programs and Strategies That Target the Urban Poor

Community college academic, vocational and literacy programs and their respective paths to employment are shown in Figure 1 (next page) according to the literacy level required to enroll in each. Programs that are not connected to employment or to programs that lead to employment are indicated with dotted circles.

The top third of the diagram contains programs that assume a student has successfully completed high school or its equivalent with minimal need for remediation. Only about 25 percent of students enter such programs without the need for remediation. Occupational or technical programs prepare students for entry-level technical positions in occupations such as dental assistant, laboratory technician, machinist electronic technician, auto repair technician, and professional secretary. Occupational/technical programs are distinguished from baccalaureate transfer degree programs in that the former can lead to career-path jobs after only one or two semesters, while the path to employment of students in transfer programs is much less direct. Students who complete an occupational/technical certificate program can enter a decent job and continue study toward an associate degree part-time while they are working. For these students, in-school learning can be designed to complement learning in the workplace. The best occupational/technical programs are designed and delivered in close cooperation with employers, since this ensures that graduates are qualified to meet industry standards. The majority of students in occupation/technical degree programs tend to be older and have extensive work experience. Many such students work full-time and attend school on a part-time basis.

Figure 1: Community College Pathways to Career-track Employment for the Poor


Career Placement Services
?
Occupational/ Technical Associate Degree Programs (12 -18 mos.)
Skilled Technican ($10 and up)
Baccalaureate Transfer Associate Degree Programs (24 mos.)
Work-based Learning/ Coop Ed
10th - 12th grade literacy
Occupational/ Technical Certificate Programs* (6-12 mos.)
College Remedial/ Retention Support
Entry-level Technician ($7-$10 per hour)
Work-based Learning
8th - 10th grade literacy
Alternative High School Diploma/ GED (12-24 mos.)
Youth Bridge/ Tech Prep
Adult Bridge (5-12 mos.)
Non-credit Vocational Programs* (4-8 mos.)
Semi-skilled Employment ($6 - $8 per hour)
Vocational ABE
Vocational ESL
1st-7th grade literacy
Adult Basic Education
Basic-Intermediate ESL
Unskilled Employment (Minimum Wage)
Spanish Literacy

*Includes bilingual programs

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The high level of basic skills required by occupational/technical programs prevents students who have had poor educational preparation from entering these programs and thus stands as a barrier to the career-path employment for which such programs have become a gateway. Youth bridge and adult bridge programs ensure that young people entering such programs from high school and adults who have been out of school for some time are prepared to succeed in post-secondary occupational/technical programs.

Another path to employment for educationally disadvantaged students are non-credit vocational programs. These short-term programs prepare students for entrance into semi-skilled jobs such as nurse assistant, electronic test or assembly technician, apprentice machinist, office assistant and appliance and refrigeration repair. Such jobs offer the opportunity for learning on the job and promotion to higher-level technical positions. Some community colleges have recognized this pathway and have designed articulation agreements between non-credit vocational programs and for-credit occupational/technical programs, although in general non-credit and credit offerings are not well-coordinated.

The bottom third of the diagram contains programs for students with low levels of literacy. Most of the urban poor enter community colleges through these programs. The aim of these programs typically is to improve students' literacy levels rather than prepare them for a job or for training programs that lead to decent jobs. As a result, few adult literacy students move into credit or non-credit programs that are connected to employment. Without further training, however, all that the best students in such programs can hope for are low-skilled, low-wage jobs.

If community colleges are to be a path to employment and out of poverty, the transition between adult literacy and non-credit vocational and between non-credit and credit programs needs to be improved. Further, the graduation and placement rates of students in credit programs need to increase.

Table 1 (next page) identifies several types of programs and strategies developed with these goals in mind.

Table 1 Community College Programs that Serve the Urban Poor

Program	Purpose
Adult Basic Education (ABE)	ABE provides instruction aimed at helping adults improve their reading and mathematics literacy (usually as measured in terms of grade levels). The goal typically is to prepare the student for a GED program. ABE programs are usually not well connected with credit technical or degree programs.
English as a Second Language (ESL)	ESL programs have the same goal as ABE programs except that they are for non-native English speakers.
Alternative High School or GED	These programs provide instruction leading to a high school diploma or GED certificate for high school dropouts. Some high school programs offer college credit.
Non-credit vocational programs	These programs provide short-term training for semi-skilled employment in technical areas. They are essentially secondary level vocational programs taught by the community college. There is usually not a strong linkage between these programs and college credit programs.
Vocational ESL/Vocational ABE	Both of these provide literacy instruction in the context of vocational or pre-vocational skills as a means of preparing intermediate ESL and ABE students for non-credit vocational education.
Adult Bridge	These programs provide preparatory skills training for adults who are unprepared for postsecondary technical education. These programs typically include instruction in "technical literacy" topics of: technical communication, technical mathematics, applied physics, biology or chemistry and computer applications.
Youth Bridge	These programs are designed to improve the readiness of high school students to complete college-level work. They often involve partnerships with secondary and even primary schools to improve the quality of education and to encourage students to go on to postsecondary education. Activities may include improving articulation, staff development and working directly with students on goal setting and career awareness.
Pre-College Remedial Education	Remedial education programs provide intensive course work, usually in English and mathematics, for students who are unprepared to do college-level work.
Targeted Special Assistance Programs	These programs provide a range of support services to increase the success rates of targeted populations, typically identified by race, ethnicity, gender or income. A common type is the minority recruitment and retention program, which offers mentoring, leadership training, career counseling and tutoring. Another type is the welfare-to-college program, which provides support services aimed at improving retention of public aid recipients in college credit programs.

The first four programs listed are non-credit programs that typically are not well connected with programs leading to employment or further education. The case studies emphasize the last five non-credit programs listed because they provide the needed bridges and linkages in the system, and thus lead to programs that offer the best chances for employment in living wage jobs with advancement potential. Vocational ESL and vocational ABE help ESL and ABE students succeed in non-credit vocational education. Both the adult and youth bridge programs are designed to prepare students to enter degree certificate technical programs at the community college. Remedial and targeted programs are designed to increase the success of rates of students once they have enrolled in credit programs.

Most community colleges offer all but the adult bridge programs listed in Table 1. The presence of bridge programs and emphasis on employment outcomes are what distinguish the six case study colleges. The case studies appended to this report detail the programs in place at the six community colleges profiled, which are distinguished by their effectiveness in moving the urban poor from unemployment to employment. The following section details the other factors we have identified as leading to the success of these colleges toward that end.

Characteristics of Best Practice Community Colleges

Too often "best practice" studies such as this outline program components, but speak little to the process of implementation that makes or breaks a program. In conducting the site visits, several issues emerged beyond program content that are important to understanding why programs work or how a level of commitment is maintained institutionally. Five factors are identified that are key elements of the effectiveness of the colleges profiled.

1. **A strong, active commitment from top leadership is essential for long-term success in serving the urban poor.**

Leadership emerged as a key factor in the success of community colleges in serving the urban poor. There are many components to effective community college leadership. During the site visits at the six sites, several factors stood out when staff and faculty were talking about their presidents. First, good leaders create a sense of vision, or the ability to create a clear mission that faculty and students could identify with and could feel they were a part. Second, good leaders insure that the mission permeates everything the college does. Third, good leaders do not act dictatorially, but rather create ownership and leadership among faculty, administrators and staff, who ultimately are the ones who carry out programs. Fourth, good leaders do not just direct internal change, but are active in the community, establishing partnerships and linkages and aggressively pursuing new opportunities.

Dan Moriarty, President of Portland Community College, argued that it is not enough to create targeted programs for the poor. Rather, he explained, this commitment has to pervade the entire culture of the institution. He expects faculty to buy into this mission and to find their own ways to implement it. His approach is supported by the Board of Directors, whose members are highly involved in strategic planning to fulfill the college's mission.

Good leaders are entrepreneurial in opening up new opportunities for faculty and students. An associate dean at LaGuardia Community College related an example of how the campus president, Dr. Bowen, obtained funds for a small but successful program aimed at increasing the number of minorities entering university mathematics, science and engineering programs. While attending a conference in 1991, Bowen met the director of National Aeronautics and Space Administration (NASA), who was encouraging four-year colleges and universities to participate in its Undergraduate Students Researchers Program. Bowen was persistent in arguing that it was a mistake not to include community colleges. The director invited Bowen to submit a proposal, which he did. As a result of this effort LaGuardia became the only community college in the country to receive funding under this program. The proposal was funded and the program has been renewed every year since. Four students were accepted into the program during the first year, and since then the program has funded four to six students each year. Students receive mentoring, tuition remission, a work-internship stipend and travel expenses to professional conferences. To date one student has graduated from Hunter College.

Building on this focus, LaGuardia has applied to the National Science Foundation to establish a fully equipped and staffed Laboratory Based Science Education Center for approximately 500 students in grades 4-12 from three school districts. The lab will be used to supplement existing science curricula and provide technical assistance to faculty in new curriculum development.

Another component of leadership is the ability to form partnerships and alliances to enhance the college's key strengths in providing education. A key reason for the extraordinary involvement by San Diego Community College District in the community is the leadership and support of Augustine Gallego, the district's Chancellor since 1990. According to members of his staff, the Chancellor is one of a core group of civic leaders who "grew up together" and who enjoy real collegiality and a shared sense of public spirit. His leadership and commitment to community involvement are trusted by those within the district and on the outside. Such collegiality is perhaps easier to achieve in San Diego because its civic leadership network is less adversarially oriented ---despite being the sixth largest city in the U.S. Many leaders we interviewed commented on the informal friendly "small town" feel among the city's government heads, community leaders, and social service providers. The Chancellor and the members of his staff are involved in a host of commissions, task forces and organizations concerned with community development at the city, county and state level. According to one staff member, participation in such organizations "is expected of us."

Yet a president does not have to be part of an "old boys" network to establish trust in the community. Moriarty came to Portland in the mid-1980s and has been very successful in establishing external cooperation. He defines the success of the college by the extent to which it is invested in the community, and views external partnerships as essential to achieving that success.

2. **Effective community colleges provide intensive support services the urban poor need to succeed in college.**

Staff and faculty at the colleges we visited understand the importance of having a wide range of support services available if poor students are to complete their education. The six colleges provide many support services without which poor students would not succeed. Services that cannot be provided by the colleges are provided by partner organizations and agencies.

Much of what is known to middle class students is a new experience for poor students. Schools have to help students go through registration and fill out financial aid and other forms as access support services. For many poor students there often is no support at home for furthering their education. Many of the students in the adult bridge programs that prepare poor and under- prepared learners to succeed in technical training are immigrants or first-generation citizens of economically-disadvantaged backgrounds for whom college is a foreign experience. These students have no idea how to negotiate a college's systems for admissions and registration, financial aid, student support and career and academic counseling. This is why adopt-a-class programs such as Miami-Dade's provide orientation and acclimation to the college environment.

Another approach to making poor students feel more comfortable with the college experience is to create a sense of community among participants in particular programs. For example, in COPE, LaGuardia's welfare-to-college program, students take several classes together as part of the learning communities approach, and work together with the same counselor. Students study together and quickly develop a support network. Likewise, staff at San Diego Community College District's Willa Brown Aviation Project recognize that the peer support the women give each other is as important as that the project provides. Program staff indicate that the sense that "I am not in this alone" is very powerful for women on welfare who often lead a very isolated existence. The college also provides career exploration and counseling on the premise that women on public assistance know little about what is involved in a career in aviation or other well-paying fields.

3. Effective community colleges form partnerships with social service agencies and community-based organizations to provide needed support services.

One of the dilemmas facing community colleges is how many support services they can provide before experiencing "mission creep." Part of the problem is that many community colleges see these services as being under the rubric of social welfare and not education (see Fitzgerald, 1993). Even for colleges that want to provide more comprehensive services to students, there is a realization that they are not the best equipped institutions to provide services such as child care and counseling. For example, at San Diego, Miami-Dade and Sinclair there is an understanding that child care is an absolute necessity for young mothers to attend classes. But all three colleges decided that it was beyond their capacity and resources to operate day care centers. Instead, they formed partnerships with other agencies to provide child care for their students. In a time of diminishing resources, it is increasingly difficult for colleges to afford services outside of education and training. Further, many have realized that they are not the best providers of certain services. The solution has been to create a clear division of labor among training and service providers.

El Paso Community College (EPCC) has established numerous partnerships due to a lack of resources, and is quite clear on which responsibilities lie with the college and which with other partners. The primary locus of El Paso Community College's efforts to serve the urban poor is the Literacy and Workforce Development Center (LWDC). Since the Center's programs are funded largely using "soft money" as opposed to "hard" institutional support, it has been through necessity that it partners with outside organizations to provide services the Center cannot. LWDC's partners include local school districts, the El Paso Housing Authority, the Department of Human Services and Public Libraries, community-based service providers and unions. Several organizations may be partners for any given program. For example, the LWDC works closely with the Department of Human Services (DHS) to recruit participants and provide child care and case management for special academic programs. The LWDC has a similar relationship with the El Paso Housing Authority, which recruits public housing residents who are participants in the Family Self-Sufficiency program for EPCC programs offering instruction in literacy, GED, citizenship and vocational skills.

Likewise, Portland Community College is a partner in the Quality Jobs Initiative (QJI), which was started to develop and implement workforce development strategies that meet the needs of local employers. The articulated goal of the initiative is to "identify and develop strategies to lower unemployment rates in target communities and increase the number of households above the poverty level." It was initiated by the Portland Development Commission and includes the private industry council, the Portland Bureau of Housing and Community Development and other training providers. QJI targets growth industries with entry-level jobs, then PCC and the community partners develop job readiness and training curricula to meet these needs.

San Diego Community College District (SDCCD) also has been aggressive in forming partnerships with social service agencies and community-based organizations in order to extend its reach into the community. Its efforts to partner with such organizations have been guided by at least three principles. First, the district and its social agency partners have recognized that they serve many of the same clients. This is especially true for the district's non-credit literacy, ESL, and basic vocational programs, in which the vast majority of students come from low-income families. The second principle is recognizing that these common clients need a variety of services, and that these services should be integrated. It is essential, therefore, for partnering agencies to look for gaps in service to these clients and avoid any duplication of services. This is especially important in an era of diminishing resources to serve the poor. Third, given the desire to provide the best possible service and avoid costly duplication, each agency should concentrate on its core competence.

These three principles underlie a joint effort by SDCCD, the San Diego Unified School District, and the San Diego County departments of Social Services and Mental Health to test the feasibility of offering an integrated services program, New Beginnings, to poor children and their families through an elementary school in an inner city neighborhood.

SDCCD has made a clear decision not to offer services that other agencies or organizations are better equipped to provide. For example, the district has decided not to offer child care, but to rely instead on its social service agency partners to find child care for participants in its GAIN (welfare to work) program and other programs serving the poor.

Partnering creates a win-win situation for a college and its partners. The agencies and CBOs benefit because they do not have to make the investment in equipment and instructors and can offer a wider range of offerings than would be possible if they were to do the teaching themselves. The college benefits because the partner organizations do the recruiting and case management of students. *This helps to boost the college's enrollments and opens up access to the college and its programs for students who would otherwise not be able to enroll.* The imperative to maintain its reputation as a flexible provider of high quality education and training has kept the district's focus on education and has prevented "mission creep."

Miami-Dade's Overtown Neighborhood Partnership (ONP) provides an example how partnerships can result in mission creep. Started under former president Bob McCabe in the early 1990s, the ONP was a major community initiative involving partnerships with several City of Miami departments, hospitals and Overtown community organizations. The collaborative emerged out of a sense of social obligation. Both the medical campus of Miami-Dade and the medical school at the University of Miami thought they had to attempt to ameliorate conditions in the neighborhood of their joint campus.

There was considerable internal dissention over taking a prominent role in the ONP, but it was approved by the Miami-Dade Community College Board of Trustees in 1994. The Mitchell Wolfson Sr. Foundation of the college committed $150,000 per year for three years to undertake the initiative, and the college committed $2 million out of its operating funds.

A comprehensive and participatory needs assessment resulted in a document, *Visions for the Future*, which detailed a plan of action for achieving the partnership's goals. The report outlined projects in the areas of housing, business ownership, violence reduction, education and overall quality of life in the community. The medical campus of Miami-Dade assumed a coordinating role, convening all of the partners to begin the specific initiatives outlined in the report.

The hope was that this ambitious and comprehensive community development initiative would provide a replicable model of community service for community colleges throughout the country. In fact, many inside the college thought that President McCabe had stretched the boundaries of community service too far. Indeed, when new president Eduardo Padron assumed the presidency of MDCC in January of 1996, the role of MDCC in the Partnerships Initiative was reduced drastically. Leadership for the initiative was passed to the City of Miami. Miami-Dade would still be a partner in the initiative, but its involvement would be limited to education-related activities. Miami-Dade is still providing full scholarships for Overtown residents who meet a set of flexible requirements, but is not operating any programs without a primary educational component.

4. Pedagogical innovation needs to underpin programs that serve the urban poor.

Serving the urban poor, or any population, is more than developing support services. It goes without saying that faculty in high-quality programs keep up-to-date on the technological advances in the field. An additional element of quality education is *how* students are taught. Some community colleges are considerably more successful than others in promoting innovation among their faculty. While partly a function of leadership, it seems the positive outcomes of new approaches motivate faculty to integrate new techniques into their teaching. Among the six colleges, LaGuardia Community College stands out in its ability to foster a culture of innovation and commitment among its faculty. Both LaGuardia and Miami-Dade have been effective in integrating school- and work-based learning.

Closer integration of theoretical and applied knowledge and integration of classroom and work-based learning are strategies being employed at both the college and secondary levels to improve student outcomes. While not specifically directed to the urban poor, the closer connection to "real world" experiences often motivates students to stay in school and creates closer ties to employment. Three approaches were used among the six colleges:

- cooperative (co-op) learning and service learning,
- applied learning, and
- integration of vocational education and instruction.

Co-op learning provides internships with employers as a complement to academic learning. Employers develop plans of study to ensure that interns are not simply engaging in busy work. *Service learning* integrates volunteer community service with guided reflection into the curriculum to enhance and enrich student learning of course material.

Integration of academic and vocational learning is the underpinning of school-to-work programs throughout the country. As a result of learning academic concepts in an applied manner, many students report that they can better see the connection between their education and the world of employment.

Combining literacy or ESL and vocational training is an approach being adopted by community colleges to facilitate the securing of employment for students with low literacy levels. At some community colleges Vocational English as a Second Language (VESL) and Vocational Adult Basic Education (VABE) programs have been developed to teach English and other basic skills in the context of vocational training.

A founding premise of LaGuardia Community College is that work-based education should be integrated with classroom instruction. LaGuardia was the first community college in the country to make cooperative education a requirement for graduation for all full-time students. Faculty are convinced that this approach to learning makes education more relevant to students and thus motivates them to stay in school.

Under the LaGuardia Cooperative Education Program, work experience is integrated into all academic majors. All students are required to complete two terms of internship in companies or agencies throughout the city. Students take a preparation course before beginning their co-op experiences. Fifteen faculty advisors within the Division of Cooperative Education advise students, identify internship opportunities, and supervise student progress. Over 2,200 students and 400 companies participate annually. For many students the internship is a step toward employment. Almost 65 percent of graduates are hired by the companies with whom they did their internship. This emphasis on work-based learning is carried over into all LaGuardia programs that serve the educationally disadvantaged.

Miami-Dade Community College is using service learning in many disciplines to enhance classroom instruction. The MDCC faculty guide to service learning defines it as "the process of integrating volunteer community service combined with active guided reflection into the curriculum to enhance and enrich student learning of course material." This teaching strategy requires students to engage in an internship or community service as part of their

course work. During class time students are given the opportunity to discuss their community experiences. The goal of the experience and the classroom discussion is for students to understand their roles and responsibilities in the community.
MDCC was awarded a three-year grant from Americorp to provide faculty with mini-grants to incorporate community service in their courses. Two staff members are funded to support the service learning faculty. An additional three-year grant was awarded in 1995 to fund service learning projects in Overtown, a poor neighborhood adjacent to the medical campus. The service learning program allows MDCC to provide tutoring, health care, teaching and social services to the community. Between 80 and 100 students per year engage in service learning activities.

Unlike LaGuardia's co-op learning program, the goal of community service is not so much to connect students with jobs, as to motivate them to enter four-year institutions. For example, elementary childhood education students spend six hours per week in the Overtown community tutoring and working with teachers or doing home visits. The hope is that by being connected to older students and teachers, younger students will be motivated to stay in college. Further, many of the faculty involved see service learning as a way of increasing minority representation in higher education. Thus, it can be viewed as a strategy for ensuring the success of the urban poor in college.

An example of an integrated teaching strategy at LaGuardia is the learning community, which is a thematically organized cluster of two-four courses that a group of students takes together. Faculty teaching in a cluster work together to integrate course material and to discuss student progress. They meet weekly to discuss ways to integrate course material and to discuss student progress. Some examples of clusters follow:

Introductory Business:	Introductory Business, Composition I, Introductory Economics
Technology and the World Today:	Composition I, The Research Paper, Introduction to Sociology, Computer and Society
Drama, Culture and Communication:	Composition I, The Research Paper, Oral Communication, Art of Theater

As with co-op learning, LaGuardia extends the concept of learning clusters to all programs, including its welfare-to-college, ESL and ABE programs.

Learning communities offer advantages to both students and faculty. As a result of seeing connections among classes and disciplines, students report being able to understand course content more fully. The model has proved to be highly successful in the ESL cluster in which students learn language in the context of their academic courses, allowing them to get credit for their classes (ESL courses taken alone are non-credit). Faculty credit the clusters as a key reason for LaGuardia's high retention and graduation rates.

Another pedagogical innovation is to link literacy with technical instruction. Students in college ESL and literacy often invest considerable time and leave with no job-related skills. By connecting literacy with vocational training, the path from literacy to employment can be reduced. San Diego Community College District has been a pioneer in the development of curricula for VESL (vocational ESL). VESL provides students instruction in English in the context of basic training in a particular technical field such as machining, electronics or automotive. Articulation agreements have been established between the non-credit programs, which provide training at the basic level, and the more advanced credit programs in vocational areas such as machining, electronics and automotive.

Another way of reducing the time it takes for students to complete programs or degrees is to intensify the remediation programs many students are required to take. LaGuardia is intensifying remedial work in COPE, its welfare-to-college program. COPE had been a three-year program, since students need one year of remediation to complete their two years of training. Recent funding cuts have made it necessary to cut the program to two years. In response, a new immersion program offered twice a year has been substituted for the remedial courses. So far, students have been performing well in this six-to-ten week individualized program.

5. Active employer involvement is needed to place the urban poor in career-path jobs.

There are many missed opportunities in connecting the urban poor with employers. Too frequently, the programs with the highest levels of employer involvement have little or no connection to the poor. Although employment is the ultimate outcome, there are several ways businesses can be involved in community college programs. Co-op learning programs provide high-quality educational experiences and provide employment opportunities for many students after they graduate. Employers provide a structured learning experience and see the program as a chance to try out potential employees.

Those programs developed in cooperation with industry have the highest placement rates. The key to the success of several technical programs, we observed, is that the initiative started with the demand for employment and developed the program from there. Placement thus was defined from the beginning as the ultimate goal. The plastic injection technician program at the Advanced Technology Center at El Paso Community College, for example, has a 100 percent placement rate given the strong demand for plastics technicians among firms in the area. EPCC developed a bilingual version of the program to enable students with intermediate proficiency in English to take part in training for these high-demand jobs. The Center at Portland Community College has been able to place 85 percent of its low-income participants in jobs, some starting out at $9.00 to $10.00 an hour, because of its strong ties to the business community. Each of the occupational programs has a business/community advisory committee that provides input on curriculum and helps to update the skill of faculty. Likewise, the Willa Brown Aviation Project at San Diego Community College provides women on welfare with technical training in well-paying jobs for which there is strong demand.

The B-FIT construction training program at Portland has had mixed cooperation from industry. Industry partners helped to develop the curriculum, set skill standards and offer co-op learning opportunities. The college has had limited success in accessing records to track students once they enter union apprenticeships, and the nature of the construction trades makes it difficult to conduct systematic long-term follow-up of students. The percentage of women who enter apprenticeships through this program is higher than the national average, but the total number of people who actually get jobs is still low.

Though the programs are less explicitly tied to employment, several of the community colleges have been successful in getting business sponsorship of "adopt-a-class" programs that provide support services, curriculum enrichment, exposure to careers and guaranteed college scholarships to qualified students. These programs often have the support of the minority business community. For example, in Miami-Dade's Black and Hispanic Student Opportunities Programs, minority-based businesses sponsor scholarships and other activities.

Policy Issues

Now that several features of successful community colleges have been identified, we turn to a discussion of policies needed to encourage community colleges to be more effective in connecting the urban poor to employment. The two critical issues are obtaining a consistent source of funding for programs specifically targeted to the poor, and the need to make community colleges more accountable with respect to program completion and job placement.

1. Community colleges need to be more accountable to the people they serve.

The poor graduation and placement rates of many urban community colleges has led to calls for more accountability. Specifically, states are examining ways to make funding more a function of performance than enrollment. The State of Florida, for example, has introduced performance-based incentive funding for all postsecondary vocational or technical education.

Each provider is allotted a set-aside based on performance in a base year. The provider receives 80 percent of its set-aside upfront in order to cover operating costs. The remaining 20 percent, plus any additional increases in funding over the base year allotment, have to be earned by graduating students and placing them in jobs with documented high demand and wages that exceed a set minimum.

Dade County providers, for example, receive funds based on student enrollment in high demand occupations that pay at least $ 8.15 per hour. The Florida program gives special incentive bonuses for serving those most in need rather than "creaming" the most trainable.

A less drastic form of performance-based accountability has been in place for years in Ohio. The Ohio Board of Regents requires a 75 percent placement rate for all community college technical programs. (Several programs have been closed and reopened in response to fluctuating demand.) Unfortunately, many community colleges do not even maintain performance data, particularly on employment outcomes. California began tracking the employment outcomes of graduates of its community college system in 1995. While tracking does not extend to non-graduates and non-credit students, it is one of few state efforts to examine student outcomes. Because of its co-op program, LaGuardia maintains extensive records on student placements after graduation. These records have been useful in determining where employment demand dictates the development of new programs. Florida has instituted an extensive system to track student employment outcomes as part of performance-based training program.

2. **Community colleges need a consistent source of funding for programs that have proven to be effective.**

The model welfare-to-college programs operating at the six colleges are threatened by the 1996 federal Welfare Reform Act. The legislation has created an environment of uncertainty at many colleges. Staff have invested considerable time and energy on programs that are proving to be effective, only to see the focus shift from education for better jobs to placement in any job. It is ironic that after several years of developing highly effective welfare-to-college programs that are viewed as models for the rest of the country, the colleges now must shift their orientation away from the education that the colleges have become so effective in providing to placement without regard to long-term skills enhancement. Given that it typically takes three years or more for students to complete two-year degree programs, long-term education has become an increasingly remote alternative for welfare recipients, even though it is the only path to well-paying jobs with a future.

The new emphasis on getting welfare recipients into jobs as quickly as possible affects welfare-to-college programs in three ways. First, by placing a one-year time limit on training the colleges will have to restrict enrollment. Staff at San Diego Community College District

(SDCCD) and Sinclair Community College discussed how their programs would have to screen or "cream" to provide training within the guidelines specified by the new legislation. The staff of the SDCCD GAIN program warn that the new welfare legislation will pose especially great challenges for persons with limited English ability, since it imposes strict limits on the amount of schooling one can have before getting a job. The problem, of course, is that even with innovative approaches such as Vocational ESL (VESL), one can only learn a new language so fast. At Sinclair the changes mean that those whose entry tests place them into the lowest level developmental courses will not be accepted, since past experience suggests that these students take too long to advance to college-level courses and are prone to drop out.

Second, the 1996 federal welfare legislation forces the programs to focus even more heavily on job placement rather than retention in college. This has affected enrollments at Sinclair Community College's last successful "New Directions" welfare-to-college program. Whereas the Ohio law required eight hours of paid or unpaid work experience of Sinclair's "New Directions" program students through the Work Experience Program (WEP), the federal law requires 20 hours or more.[5] Add this to the 12 hours of course work for full-time students, and this becomes a heavy load for a mother with children, although child care is covered under the law. For its part, Sinclair became a WEP site and the New Directions staff worked assiduously with other departments in the college to set up unpaid work experiences for New Directions students.

Even with this new emphasis on WEP and job preparedness, the program is getting fewer and fewer referrals from Department of Human Services (DHS) case workers, who are under pressure to move recipients immediately into jobs. In the fall of 1996 only 30 students entered the program, compared to an average of 50 new students in years past. DHS has contracts with two organizations to provide "Job Club" services to welfare recipients. According to New Directions staff members, these services include very little job readiness preparation and typically involve putting clients in a room with telephones and the want ads. In addition, the Department of Human Services and the Board of Regents are requiring much more extensive tracking and reporting of students' work experiences. New Directions is expanding its tracking system to comply with the new requirements.

The staff of the welfare-to-college programs at all the colleges argue that the focus on immediate job placement is misguided. They believe that the new laws are going to create a new and even more destitute class of the working poor. Their experience is that most of the individuals eligible for their programs are not "work ready." Most lack the coping skills needed to hold down a job.

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[5] The bill requires that 25 percent of those on temporary assistance to needy families (TANF) must be working or in work-related activities for 20 hours per week. This percentage will increase every year until the goal of 50 percent working at 30 hours per week is reached in 2002.

The problem was described by a staff member at San Diego Community College District: "Many of our clients have poor problem-solving skills. So when they confront a problem, they just quit. These skills take a long time to develop, especially for individuals who have not had a stable work history."

Third, the legislation will require the schools to shift the occupational emphasis of their programs. Where students had been placed in two-year programs, now they will have to move into one-year certificate programs that offer fewer living-wage employment opportunities. Since recent changes in New York's welfare-to-work program limit training to one year, LaGuardia is assessing which one-year certificate programs to channel the students into.

Conclusion

The community colleges presented in this report demonstrate that it is possible to provide the urban poor with education and training that lead to gainful employment. The colleges and their community partners illustrate a range of approaches that are successful. Several underlying principles of success were identified. This is not to say, however, that only "best practice" colleges have the potential to become partners in integrated workforce development systems for the poor.

In many cases excellence exists in one or two community college programs, but does not extend to the whole institution. For organizations or agencies seeking to incorporate community colleges into urban workforce development systems, it might be useful to begin working with the successful programs in a college. This approach provides clear points of entry and specific roles for each partner to play. Organizations seeking to provide access to education and training for specific populations can identify potential community college programs, and then identify partnerships for providing support services for existing students or bridge programs to provide access for populations not currently served by the program.

The potential for developing partnerships as part of an integrated workforce development system needs to be understood in the context of the political environment. Historic alliances and divisions exist among institutions and organizations in a city. In some cities, for example, community colleges have clear divisions of labor with respect to adult education, while in other cities both schools and community colleges operate overlapping programs. These relationships have to be understood in order to identify roles for each organization to play in an integrated system.

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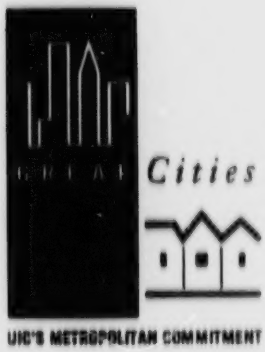
El Paso Community College El Paso, Texas


GREAT Cities

UIC'S METROPOLITAN COMMITMENT

Case Study
El Paso Community College
El Paso, Texas

College Profile

El Paso Community College (EPCC) serves a border community that is 70 percent Hispanic, 25 percent Anglo and 4 percent black. Sixty-four percent of the population speak Spanish, and 31 percent speak little English. In some communities, people live their daily lives without using or even encountering any English. More than a third of the adults in El Paso County did not complete high school and nearly one-quarter did not complete the ninth grade. Of the 600,000 residents of El Paso County over 70,000 live in the Colonias, shanty-town communities that sprawl on the outskirts of town where residents live in primitive conditions, often without running water.

Structural changes attributed to global competition and trade policy have resulted in the loss of more than 5,000 jobs in El Paso in the past two years alone. Thirty-seven El Paso companies have been designated for assistance under the federal Trade Adjustment Assistance programs. The garment industry has been responsible for most of the recent layoffs. Many of those laid off are middle-age women who have been employed in the industry for 20 years or more, speak little English, and have dim prospects of finding employment that pays as well as their former jobs.

Unemployment in El Paso has risen to over 14 percent, the highest of any city in Texas, and more than twice the state average. The area is laying off workers faster than it can attract new jobs. The new jobs that are being created, for example in the plastics industry, require a much higher level of skill than many workers possess.

EPCC has approximately 20,000 students in credit programs and 10,000 students in non-credit programs. Among those in credit programs, about half are enrolled in occupational or vocational programs and 35 percent in academic or college transfer programs, with the remaining 15 percent unclassified. EPCC's student body is over 80 percent Hispanic. More than one-third are academically disadvantaged and 15 percent have limited English proficiency. Of the 10,000 non-credit students, about 2,500 are enrolled in the programs of the Literacy and Workforce Development Center (see below), and the remaining 7,500 are enrolled in ESL (5,000), technical and vocational skills training (1,500) and personal enrichment (1,000).

EPCC has three main campuses in El Paso. A fourth is being built southeast of the city where most of the Colonias are located. The college also operates an Advanced Technology and a Career Training Center. The Literacy and Workforce Development Center provides instruction at sites throughout the community.

Approach to Serving the Urban Poor

The primary locus of EPCC's efforts to serve the urban poor is the Literacy and Workforce Development Center (LWDC). The LWDC provides learning opportunities for educationally disadvantaged residents of El Paso County through numerous programs under three main departments: Literacy Education Action, which offers instruction in English and Spanish literacy and family literacy; the Career Training Center, which provides basic vocational training to economically disadvantaged El Pasoans, and Workplace Training Programs, which provide literacy and bilingual vocational training to workers in companies and to displaced workers.

LWDC's efforts are characterized by resourcefulness, collaboration and outreach. The Center's programs are funded largely using "soft money." Only the Center's director and the three program coordinators are funded by the College. The rest of the Center's $2 million budget is funded through grants. As a result, the LWDC operates on shoestring budgets and relies on the dedication and resourcefulness of its staff. The LWDC seems to have the strong support of the college's president, who started out as an ABE instructor at Austin Community College and so understands and supports the Center's mission, as well as other top administrators. However, it has only recently begun to publicize its efforts more broadly within the institution and to lobby for more resources from the College. In some respects, the operations of the LWDC resemble those of a community-based organization.

One way the Center has been able to get by on limited resources is to partner with outside organizations that can provide services the Center cannot. Every one of the Center's programs involves collaboration with agencies and community organizations, including:

- The independent school districts in El Paso and three neighboring communities
- City of El Paso Housing Authority
- Paso del Norte Literacy Council
- Upper Rio Grande Private Industry Council
- El Paso Public Libraries
- Texas Department of Human Services
- Texas Workforce Commission
- El Paso Center for the Deaf
- Sin Fonteras (migrant farm workers organizing project)

- La Mujer Obrera (garment workers union)
- Montana Vista Health Services (a community-based health center in one of the Colonias)

These outside agencies provide services that the college does not provide. For example, the LWDC works closely with the Department of Human Services (DHS) to recruit participants for special programs, such as the Women in Technology program. DHS provides participants with child care and case management services.

The LWDC has a similar relationship with the El Paso Housing Authority, which recruits public housing residents who are participants in the Family Self-Sufficiency program for EPCC programs offering instruction in literacy, GED, citizenship and vocational skills.

Through a partnership with the County of El Paso, Texas A&M University and community organizations, the LWDC provides literacy services in the rural Colonias surrounding El Paso's urban center. The services currently offered include Spanish and English literacy instruction and bridge programs. LWDC plans to add family literacy and STEP classes.

In another initiative, the LWDC has partnered with several community-based organizations, including the Sin Fronteras Organizing Project, a service organization serving migrant farm workers, to offer an Even Start program for migrant farm workers and their families. The Migrant Education Even Start program will offer adult literacy, parenting classes and learning activities for families and children at a new temporary shelter established by Sin Frontiers.

Through these partnerships, the Center has established a presence in the community. In addition to offering programs on all three of EPCC's campuses, the Advanced Technology Center and Career Training Center, the LWDC provides its programs at numerous sites in the community, including elementary schools, public housing complexes, churches, business and industry sites and community centers in the Colonias. Transportation is a major problem for the poor in El Paso, since the city is spread out and public transportation is not well developed. As a result, the LWDC goes to where the poor are, offering literacy instruction and other services in elementary schools, community centers and workplaces.

Many of the students the LWDC serves not only have limited proficiency in English, but may not be literate in their native language. The support for training and retraining provided through programs such as the Trade Adjustment Assistance and NAFTA TAA, which are limited to 18 months of training, and the Family Self-Sufficiency program of HUD, which requires public housing recipients to achieve economic self-sufficiency in five years, is too short-term to enable poor people who are not literate in Spanish or English to make the transition from low-wage to living wage jobs. For example, the 18 months of benefits provided to displaced workers through the Trade Adjustment Assistance programs is not enough time for a middle-aged Spanish-speaker who has been laid off from the garment industry to learn English. This fact seems to be lost on policy makers. The staff of the LWDC point out that the problem is not that the people they serve do not want to work. On the contrary, many of the Center's clients have been working their entire adult lives and are reluctant to devote the time to come back to school precisely because they want to be working.

The college's Advanced Technology Center (ATC) offers training leading to gainful employment in a number of technical occupations, including plastics, machining, automation and control, mold making and industrial maintenance. For example, the ATC's six-month program to prepare technicians for the plastic injection industry has a 100 percent placement rate into jobs paying $7.50 per hour, which is a good wage in El Paso. The problem is that a student has to be at or near the 10th grade level in reading or math to be accepted into the program. Students who are not at the required basic skills level can take vocational classes during the morning and work in the "Invest" lab to improve basic skills in the afternoon. The LWDC recognizes the need for a bridge to the ATC, whose training programs offer a ticket to good jobs. A proposal to an outside funder to support such a bridge program was not funded. At present, the Center relies heavily on the "Invest" self-paced computerized instruction to enable students to improve their basic skills to a point where they can enter technical training at the ATC. The programs of the Career Training Center do not have the high entrance requirements of the ATC, but of course do not prepare students to secure such well-paying jobs.

Synopsis of Programs Serving the Urban Poor

Spanish Literacy

This program targets Spanish speakers who are not literate in their native language. The program's three main objectives are:

1. To improve reading and writing skills in Spanish.
2. To empower the learner by increasing their self-esteem and community awareness.
3. To help students obtain an elementary school certificate from Mexico.

To help students obtain their elementary certificate, EPCC has established a partnership with the Mexican consulate in El Paso. The consulate provides EPCC with the books to prepare students for the certification exam. Once students acquire basic literacy skills in Spanish, they are encouraged to enter English literacy classes. The program serves about 100 students annually.

English Literacy Program

The program's objectives are to:

1. Improve written and oral communication skills of adults with limited English proficiency.
2. Empower learners by increasing their self-esteem and improving their awareness of services available to them through the community.
3. Help learners identify and pursue a vocational goal.

Students in the program learn by participating in community-related activities where they must communicate their needs verbally and in writing.

English literacy classes are free and open to the public. Classes are offered at various sites throughout the community, including the campuses of EPCC, the El Paso Public Library, the Adult Probation Department, public housing complexes, public schools and other community centers. Through a partnership with the El Paso Public Housing Authority, the LWDC provides English literacy instruction to residents of public housing who are participants in the federally mandated Family Self-Sufficiency Program. The aim is to assist public housing recipients to pursue higher education, occupational training and jobs on their way to economic self-sufficiency. The project, which began in February 1996, has enrolled approximately 110 students to date.

More than 600 students per year enroll in the EPCC's literacy programs. As students complete the basic English literacy program, they transition to the STEP program, which prepares them for credit and non-credit vocational programs.

The LWDC has made an explicit decision not to offer GED preparation, in part because it does not want to compete with the schools, which offer GED preparation. Another reason is the conviction that, in order to get a good job, one needs more than a GED. LWDC staff point out that, once a student completes a semester of credit courses at the college, the chances of passing the GED are quite good. Such students are referred to the college's testing office. Moreover, a GED is not needed to enter EPCC's credit and non-credit programs. Hence, pursuing a GED would be an unnecessary diversion for most students for whom the main objectives are higher education and job skills.

Computer-assisted basic skills instruction is available to students for self-paced learning through "Invest" computer laboratories on each of the three EPCC main campuses, the Career Training Center and Advanced Technology Center. Over 750 students use these laboratories each year.

EPCC trains volunteer tutors to help residents learn to read and write at convenient locations throughout the county. Since the tutoring program's inception, over 600 students have been placed with volunteer tutors.

EPCC established a Family Literacy Center to promote family literacy through the implementation of model programs. The Center has provided support in curriculum development to local Head Start and Even Start programs and the Barbara Bush Foundation "Taking the LEAD in Family Literacy" project.

EPCC also provides literacy instruction to manufacturing workers in their place of employment using funds from employers, the Texas Smart Jobs program, and grants from the Texas Education Agency and the U.S. Department of Education. Under the National Workplace Literacy project, EPCC produced three sets of curricula for use in workplace literacy training: "The Cutting Edge: Workplace English," "Workplace Basic Skills" and "Workplace Communication." EPCC provides literacy instruction in the workplace to over 250 workers each year.

EPCC provides literacy instruction to dislocated workers who qualify for support under the Trade Adjustment Assistance and NAFTA TAA programs, which provide assistance to workers who have been laid off from low-wage manufacturing jobs that have been moved offshore. Most of these displaced workers are Spanish-speakers with limited proficiency in English. Many have had no more than six years of formal schooling in Mexico, and are unable to enter job training programs immediately because of their lack of English literacy skills. This program is designed to bring these individuals to a point where they can enter job training or return to the labor market. In one initiative under this program, EPCC has recently established a partnership with La Mujer Obrera, an advocacy and service organization for dislocated workers, to offer ESL and literacy instruction to women who have been laid off from jobs in the garment industry. Over 450 students are served each year through trade adjustment programs.

STEP (Success through Transitional English)

The STEP serves as a bridge between English literacy courses and vocational and academic programs at EPCC. The program is designed to provide literacy students with the skills and support services they need to succeed in college-level programs.

STEP begins with a series of required workshops where students are introduced to the academic programs and support services available to them at EPCC. The workshops also teach academic success skills, such as time management, independent learning, test taking, note taking and anxiety control. Students are offered assistance in completing admissions applications, financial aid applications and registration. The STEP staff have also helped students obtain child care, housing, financial and legal assistance and other support services available through agencies and organizations in the community.

Once students complete the workshop, they are assigned a tutor who monitors their progress. Tutors conduct individual and group study sessions and work with students to access the library and computer centers. Students and tutors meet at least three hours a week. Tutors coordinate with students' instructors so that academic problems are caught before they become serious. Students are continually assessed during their involvement with STEP using a variety of assessment instruments. Student progress is tracked using a computer database.

Students wishing to enroll in credit programs at the college are helped to enter a two-semester program that prepares students to take the test required by the state for receipt of an associate's degree. Of the STEP students who have transitioned into credit programs, about half have entered the associate degree program and the rest into the College's for-credit English as a Second Language program. Eighty percent of these students returned for a second semester, compared to a college-wide retention rate of less than 50 percent.

STEP has been incorporated into the mainstream of the LWDC's literacy programs. STEP provides the missing link between basic literacy and college courses. With STEP, a student can progress from the lowest level literacy programs to college through the following progression:

> Spanish literacy ➜ basic English literacy ➜ English literacy/STEP ➜ non-credit vocational training ✚ retention or support or the two-semester pre-college program ✚ retention and support.

Many students feel that they must have a GED before they can enroll in college programs. The LWDC staff encourages students to begin vocational training prior to obtaining a GED. The idea is that students work toward a post-secondary certificate or degree while preparing themselves for the GED. This approach has worked with many students.

The LWDC has also recently established a guidance program to help students with limited English proficiency negotiate the process of enrolling in college. Most of the students served by LWDC programs are immigrants or first-generation citizens of economically disadvantaged backgrounds for whom college is a foreign experience. These students have no idea how to negotiate the college's systems for admissions and registration, financial aid, student support and career and academic counseling. Each prospective student is assigned to a staff member, who helps the student identify his or her needs for support and then guides the student to where such services can be found. The guidance program serves about 150 students annually.

Bilingual Vocational Training

Recognizing that many learners are motivated to develop English literacy skills and job skills at the same time, EPCC is piloting a bilingual plastics injection molding program that provides instruction in English literacy while providing instruction vocational skills in Spanish. By the end of the 12-month program, students will be taking all training in English and will be ready to enter the workforce in well-paying jobs in the plastics industry. Fifteen students entered the program in January, 1996. Ten were still in the program and were scheduled to graduate in December 1996. Additional bilingual programs in machining and child care associate will be added in Spring, 1997.

Literacy Education Action for the Deaf (L.E.A.D.)

L.E.A.D. provides two levels of instruction for deaf students, who are taught using American Sign Language. The Independent Living Skills curriculum strengthens students' English reading and writing abilities while helping them acquire basic life skills and preparing them for vocational education. L.E.A.D. targets deaf persons who have had little or no opportunities for formal education. The program serves about 50 students annually.

With support from the Barbara Bush Foundation, EPCC offers family literacy services for deaf adults and their hearing children. The aim of the program is to improve communication among deaf parents, their children and their children's teachers. The project has adapted a family literacy curriculum for use with families headed by deaf parents. The project is also producing a brochure for the teachers of hearing children with deaf parents. Thirty families will have been served by the scheduled end of the program in March 1997. LWDC is seeking funding to continue the program beyond that time.

Career Training Center

The Career Training Center (CTC) provides vocational training combined with basic skills instruction to economically and educationally disadvantaged students. The CTC offers short-term training to prepare students for jobs such as computer operator, general office clerk, bilingual secretary and basic care attendant. All courses are taught using a functional context approach whereby basic skills instruction is integrated with occupational training. The curriculum for each program also incorporates competencies based on the SCANS skills. Each course has a technical aspect and a SCANS skills aspect. In the SCANS segment, students learn by carrying out projects modeled on tasks in the workplace.

CTC Students are also provided with job readiness training and job search assistance. Many students in the program have not had a stable work history. A great deal of emphasis is placed on helping students with interviewing skills. By the time students complete the program, they have confidence that they can learn, but they have no experience. Students have to make up for a lack of work experience by conveying a strong sense of professionalism in the interview.

The vast majority of students in CTC programs are sponsored by the local Private Industry Council, the Texas Education Agency, the Texas Department of Human Services, the Texas Workforce Commission or some other workforce development agency. To enter CTC programs, students must have at least a sixth-grade reading level. The CTC serves over 300 students annually.

Women in Technology

The Women in Technology (WIT) program helps women get into vocational training programs that lead in turn to well-paying technical occupations where women have been traditionally under-represented. Among EPCC's credit programs for which the WIT program helps women prepare are Automotive Technology, Drafting, Electronics, Fire Technology, Heating, Ventilation and Air Conditioning. Non-credit areas include Industrial Maintenance, Materials Handling and Warehouse Operations, Plastic Technology, Precision Machining, Quality Control and Sewing Machine Repair. WIT is funded using federal Carl Perkins Sex Equity funds.

One element of the WIT program is *Project Opportunity*, which offers a "bridge" curriculum to help students prepare for training in technical fields. This semester-long program includes courses in technical math, applied physics, a technical content course (which varies depending on the program the student seeks to enter) and a "self-investment" class, which teaches time management, money management, and other "survival skills." Project Opportunity also helps students find paid internships that enable them to gain valuable work experience.

The WIT program provided direct services to 40 students last year. Since 1990, the number of women enrolled in credit and non-credit technical education programs has increased substantially. During that time, the percentage of women graduates from credit programs of this type has risen from 6 percent to over 20 percent.

Dislocated Worker Program

In partnership with the Texas Workforce Commission, the LDC provides literacy, basic skills, GED and job training for adults who have become unemployed due to trade policies and the disappearance of specific categories of manufacturing jobs. The Texas Workforce Commission provides support for up to 18 months of training. During that time, students receive state unemployment benefits for six months and later can apply for NAFTA TAA benefits for an additional year.

A majority of the students served in the program are women of Mexican origin who worked in the garment industry before being laid off. Students range in age from mid-20s to mid-50s. Many had worked in the industry for 20 years or more and were making well above minimum wage and receiving full benefits when they were laid off. Students enter the program with varying levels of education, from monolingual Spanish speakers with little or no formal education to English speakers who completed high school but who have few marketable job skills.

As a result of recent layoffs in the garment industry, enrollment in the program more than doubled this past year, from 189 students in 1995 to 415 in September 1996. Of these 415, 164 enrolled in credit certificate programs, 44 enrolled in non-credit technical programs and 207 in literacy or basic skills programs.

The staff of the LDC recognizes the need to develop more bilingual job training options for dislocated workers. It is unrealistic to expect students in this population to master English and obtain a GED prior to attending job training. Most students have only one year to devote to basic skills instruction before their benefits run out. A bilingual program in Plastics Technology with concurrent ESL instruction is being piloted. Bilingual programs in Basic Care Attendant, Child Development and Warehousing are under development.

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LaGuardia Community College New York, New York

GREAT Cities

UIC'S METROPOLITAN COMMITMENT

Case Study
LaGuardia Community College
New York, New York

College Profile

Fiorello H. LaGuardia Community College is a branch of the City University of New York (CUNY). Established in 1971, the college serves the New York City metropolitan area, focusing on Western Queens. The college has 32 academic programs through which it is highly committed to reaching underserved populations, including the poor, ethnic minorities, women, the disabled and recent immigrants. It has both an education and an economic development mission.

Enrollment at LaGuardia rose steadily through the 1990s, though there was a slight drop in 1995. Currently there are 10,695 students, a gain of 17 percent since 1991. The largest block of students (49 percent) are enrolled in two-year technical degree programs and the Associate in Applied Sciences. Enrollment in these programs has declined very slightly during the 1990s as more students enroll in Associate in Arts and Associate in Science programs. Only about 1 percent of students are enrolled in certificate programs. Of the approximately 10,000 students, only about 815 are non-degree seeking. Approximately 75 percent of students are enrolled full time. Almost 60 percent of students are 25 or under, which has remained constant throughout the 1990s. Females have accounted for about 66 percent of enrollment throughout the 1990s.

LaGuardia serves a racially and ethnically diverse student body that includes many recent immigrants. The racial and ethnic composition of the student body (Table One) has remained fairly constant throughout the 1990s.

Table One
Racial and Ethnic Breakdown of LaGuardia Students

Racial/Ethnic Group	Percent of Enrollment	Percent of Graduates
Asian or Pacific Islander	13%	15%
Black, non-Hispanic	31%	24%
Hispanic	36%	34%
White, non-Hispanic	16%	15%
Other	4%	6%
Unknown	10%	7%

LaGuardia's overall graduation rate is 27 percent after five years. Slightly over half of graduates receive the Associate in Applied Sciences degree, with most of the remaining degrees being granted in Associate degrees in Arts or Sciences. Given that 80 percent of entering students need remediation, this figure is very high. All racial/ethnic groups graduate at approximately the same rate as their enrollment. This has held true throughout the 1990s. The average time for degree completion is between 3.5 and 4.0 years which is less than at most community colleges. As with most community colleges, graduation takes longer than two years because the majority of students do not enroll consecutively from initial enrollment to graduation.

LaGuardia maintains records on employment and transfers to other institutions for its graduates. Overall, the number of graduates moving directly into employment has declined while the number transferring to four-year institutions has risen. In the 1989-90 school year the split between employment and transfer was 61 percent and 49 percent respectively. During the 1993-94 year the percentages, at 51 percent and 55 percent, were converging.

Approximately 20,000 students are enrolled in the Division of Adult and Continuing Education. (ACE), which offers general education and technical certificate programs. Continuing Education classes are offered at both campus and off-campus locations. About one-quarter of ACE students take ESL courses, and 15 percent take basic literacy through the English Language Center. The Center has students who speak 27 different native languages.

Approach to Serving the Urban Poor

LaGuardia's approach to serving the urban poor is defined more by its overall commitment to quality and innovation than by add-on programs. A founding premise of the college is that work-based education should be integrated with classroom instruction. Modeled after Antioch College, LaGuardia became the first community college in the country to make cooperative education a requirement for graduation for all full-time students. It is now the second largest co-op college in the U.S. Faculty are convinced that this approach to learning makes education more relevant to students and thus motivates them to stay in school.

Faculty innovation is encouraged and supported in several ways. A tradition of innovation is pervasive in the faculty. Faculty are encouraged to try new approaches to education, and can apply for funds through the campus Education Development in Training (EDIT) grant program. Small grants, ranging from $300.00 to $700.00, provide an incentive for faculty to try new materials in their classes. But more than the financial incentives, faculty are motivated to try new pedagogical approaches because these approaches offer them opportunities to be creative and effective teachers.

An example of a teaching innovation at LaGuardia is the learning community. Faculty have been creating these thematically organized clusters of courses for 15 years. The approach started out small, and now is present throughout all the disciplines. A cluster usually consists of two to four classes that students take together. Faculty teaching in a cluster meet weekly to discuss ways to integrate course material and to discuss student progress. Some examples of clusters follow:

ESL/Computer Pair:	English as a Second Language, Introduction to Computers
Introductory business cluster:	Introduction to Business, Composition I, Introductory Economics I.
Technology and the World Today:	Composition I, The Research Paper, Intro. To Sociology, Computers and Society.
Drama, Culture and Communication:	Composition I, The Research Paper, Oral Communication, Art of Theater

Learning communities offer advantages to both students and faculty. As a result of seeing connections among classes and disciplines, students report being able to understand course content more fully. The model has proven highly successful in the ESL cluster in which students learn language in the context of their academic courses, allowing them to get credit for their classes (ESL courses taken alone are non-credit). Faculty credit the clusters as a key reason for LaGuardia's high retention and graduation rates.

For the faculty the opportunity to work in teams is a valued experience that also serves to dissolve some of the boundaries between departments. Further, smaller class size and a richer teaching experience provide motivation to create clusters. Approximately 75 members of the faculty have had training in learning communities. All Liberal Arts day students are required to take at least one cluster, as are students in COPE, the CUNY welfare-to-college program (described below).

The college-wide commitment to academic quality and innovation does not preclude community involvement. LaGuardia is the education partner in several community initiatives. Many of these initiatives are "youth bridge" programs that focus on improving the quality of elementary and secondary education in the city.

Synopsis of Programs Serving the Urban Poor

Middle College High Schools

The college operates three middle college high school programs in cooperation with the New York City Board of Education. The concept underlying middle colleges is to combine the best elements of colleges and high schools. That is, students have more freedom than is typical for high schools in obtaining their high school diplomas. The relationships between teachers and students are closer than in traditional schools, partly because of the small school size.

Counseling is much more intensive. Career awareness, planning and preparation are stressed at middle colleges, though a strong academic emphasis also is maintained. As at LaGuardia, traditional academic goals are reached through innovative teaching methods.

Recognizing the excellence of these schools, the U.S. Department of Education awarded LaGuardia a $1.5 million grant to assist community colleges in other cities to develop middle colleges. A previous grant of $579,000 was provided for the same purpose in 1994. To facilitate the expansion of middle colleges, the Middle College High School Consortium has been created. It includes urban community colleges from around the country that have or are developing middle colleges. A focus of the consortium is on assessing school quality. Working with the Teachers College at Columbia University, the consortium is creating a "Critical Friends Review" process for member schools to assist each other in assessment and improvement.

Middle College High School

This school for at-risk students opened in 1974, and operates on the principles described above. Middle College High School (MCHS) works with ten high schools in recruiting students who are not "fully in school." The recruitment emphasis is to identify students with characteristics suggesting they are at risk for dropping out, because as one teacher stated, "students don't drop out of school, they slide out." Once identified students are invited to apply, and several meetings are held with parents to engage their support. MCHS has a career-focused curriculum, and requires students to complete three internships at public and private work sites.

MCHS teachers are part of the New York Public School system, and are recruited by the Middle College. A waiver granted in 1991 allows Middle College staff to interview and select teachers. All teachers have to support the school's principles and agree to play a strong counseling role with the students. Teachers have adjunct faculty status at LaGuardia Community College.

Middle College High School boasts impressive performance statistics, especially given that 70 percent of students are below average in both reading and math on standardized tests. The attendance rate varies between 90 and 95 percent. The graduation rate is 85 percent and 79 to 82 percent of graduates enter college. Follow-up statistics on students who continue in the CUNY system indicated they have higher GPAs than the system wide average. Average class size, at 22 to 23 students, is smaller than in the system as a whole.

Teachers identify the extensive counseling program as a key to the Middle College's success. There are ten counselors assigned to the school. Students who have personal or school-related problems are encouraged to participate in development groups. These group counseling sessions, led by highly trained counselors, are valued by the student body. Parents of students in developmental groups are encouraged to visit the school counselors as well. The experience with this service has been that parents feel less threatened talking to a counselor in school about problems than they would at a social service agency. Parents also are encouraged to attend GED or ESL programs.

International High School; Robert F. Wagner Institute of Arts and Technology

Since 1984 LaGuardia has been operating an International High School for "high-risk" foreign-born students with limited English language skills. The school enrolls 457 students. All instruction is in English. Evidence of the success of this approach is a 90 percent attendance rate and a 94 percent graduation rate. Further, 90 percent of those who applied were accepted into college.

The Robert F. Wagner Institute of Arts and Technology opened in 1995. Art and technology are integrated into all courses. As at the other two middle colleges, many classes incorporate applied learning principles. This school is attempting to capitalize on the location of many video production companies in New York by offering specialized courses in a state-of-the-art computerized video lab.

Queens Urban Partnership

The Queens Urban Partnership is one of 17 partnerships funded by the Ford Foundation to increase the number of at-risk children getting bachelor's degrees. It is a collaboration among LaGuardia Community College, Queens College, three high schools in Queens, several intermediate and elementary schools, the Queens Borough President's Office and several community organizations. The program is funded by a 10-year $1.5 million grant.

The specific focus of the partnership is on curriculum development. Programmatically, the partnership has focused on three areas: language skills, health and guidance counselor services. Teams of teachers, which involve faculty from kindergarten through high school, develop curricula on these topics that will be tested and ultimately instituted in all the partner schools. Guidance counselors are central to the partnership, as it is their role to insure that articulation takes place at each level of school.

The outcome identified by the grant is to get more students into college. The partnership is in the fifth year of its ten-year program. Data are not specific, but project director Hazel Carter estimates that there has been a 12 to 30 percent increase in upper-level high school students from coming to LaGuardia Community College. Carter also has noticed that the quality of leadership at the schools has improved.

Cooperative Education Program

Under the Cooperative Education Program, work experience is integrated into all academic majors. All LaGuardia students are required to complete two terms (six months) of internship in companies or agencies throughout the city. Students receive three credits for each internship, and complete a co-op preparation course before beginning the co-op experiences.

Fifteen faculty advisors within the Division of Cooperative Education advise students, identify internship opportunities and supervise student progress. The advisors work with the companies to develop tasks and expectations for the internships. A supervisor at the company is appointed to monitor each student's progress.

Over 2,200 students and 400 companies participate in the Cooperative Education Program annually. For many students the internship is a step toward employment. Almost 65 percent of graduates are hired by the companies with whom they did their internship.

The change in ethnic composition at the college has impacted the co-op program. With over 50 percent of the student body having ESL needs, it is harder to place students in some jobs. Broader economic changes also have affected the service-learning program. When the college first opened, the program relied on a small number of large employers such as IBM and Hanover Manufacturer. In the last ten years the base of larger employers has eroded significantly due to downsizing of the economy. Thus, faculty advisors have to work with many more smaller companies in order to place students. In general, smaller employers have been less reliable partners because the slightest economic downturn means that they cannot hire students.

COPE

The College Opportunity to Prepare for Employment (COPE) program is one of four welfare-to-college programs in the CUNY system mandated by the State of New York as part of the federal Job Opportunities and Basic Skills (JOBS) program of the Welfare Reform Act of 1988. COPE provides academic programs and support services to public assistance recipients.

The program uses the learning communities approach that has been successful throughout the college. Since the students are grouped together in learning communities, it essentially is a "college-within-a-college."

Upon entry, students choose from four clusters:

- ESL
- Human Service
- Allied Health
- New Student House

Students within a community take several classes together. A counselor is assigned to each cluster. During the first week counselors work with students on how to be successful in college and on any problems at home that might be interfering with their performance at school. Counseling has been adjusted to meet student needs. For example, it became apparent early on that many students harbored anger and hostility related to their general dealings with social welfare and other bureaucracies. Students often carried this hostility into the classroom.

Counseling efforts focus on students' establishing positive relationships with faculty, counselors and other staff. Other supports for the students include a book exchange program, a "clothes closet" from which each student is entitled to one job interview outfit. Fundraisers such as talent reviews are held to fund these extra services.

COPE has been a three-year program, since students need one year of remediation to complete their two years of training. Recent funding cuts have made it necessary to cut the program to two years. Funding started at a level of $700,000 per year in 1991 and is down to $570,000 for 1996. One response has been to be more selective in choosing students that do not require a full year of remediation. Students who are not motivated to last through the program also are weeded out. A new immersion program offered twice a year has been substituted for the remedial courses So far, students have been performing well in this six to ten-week individualized program. New placement requirements have been established by the state. These are not an issue with COPE, as placement rates have been met well ahead of schedule.

Even more recent changes in the state's welfare-to-work program has de-emphasized education even more by limiting training to one year. LaGuardia is assessing which one-year certificate programs to channel the students into. Another response has been to develop a weekend college program that will begin in 1997. Weekend college credits will apply toward two-year degree programs.

In three years the program has graduated 83 students, with 63 percent in full-time employment and 50 percent enrolled in a four-year college. Current enrollment is 585 students, with approximately 70 to 80 students entering in each term.

Youth (pre)College Opportunities for Employment (Y-COPE)

This spinoff of the COPE provides a free 17-week academic and vocational training program to 17-to-21 year old high school dropouts who are supported by Aid to Families with Dependent Children. The program consists of GED preparation, word processing and office skills, a six-week internship, career counseling and guaranteed placement in a job upon completion.

Quick Start

Quick Start is an immersion program that provides remedial basic skills for entering students who test deficient in English or Mathematics. Approximately 650 students participate each year. The free program is offered during the summer for fall admissions and during the winter for spring admissions.

Despite the success of the students who participate, recruiting new students into a summer program is not an easy task. Part of the problem is that entering students do not realize the advantages of completing remedial work in the summer. Specifically, they frequently are unaware of the constraints on their student aid and the tuition will be charged for the same course taken during the academic year. These courses then count against the number of credits for which students can receive student aid.

Several changes in the program have been instituted to make it more attractive, such as changing the meeting time. The program's former 9:00-to-5:00 schedule was too intense for most students. Currently, the number of students interested in the courses exceeds the number of available seats

Enterprise

This program applies the same concepts of learning communities and course clusters to the course offerings for business majors, with particular emphasis on creating clusters that will assist students in "high-risk" courses (courses where a substantial portion of the student body has problems) such as economics. The purpose of the program is to improve the retention and academic success of first year business career students. Each academic quarter, five to six course clusters, pairs or enhanced sections with study groups have been offered, serving 130-150 students. Participating students have earned grades of C or better at higher percentages than their peers in regular course offerings, and also have achieved higher earned credit ratios and higher cumulative GPAs.

Examples of clusters and pairs offered:

Introductory Business Cluster
Intro/Business; Intro/Economics I; Basic Composition

Business/Computer/Math Cluster
Intro/Business; Intro/Computers; Essentials Math II

Critical Thinking/Writing pair
Critical Thinking Skills; Basic Writing

ESL/Keyboarding Pair
Eng. As a Second Lang. 3; Keyboarding I; New Student Seminar

Advanced Business Cluster
Principles/Mgt.; Writing Through Literature; Philosophy, Value and Business Ethics

Project Enable

There are three components to Project Enable. The first provides GED, ESL, employment training and placement services for those who are homeless or just making the transition from homelessness. With funding from the New York Department of Employment, a class of ten students is going to truck-driving school. At over $2,000 per student, this program is relatively expensive to operate.

A second program is a bilingual medical records training course in Chinatown. This program has been in place for 13 years and has produced 1,200 graduates. A third program is for veterans.

The Adult Career Counseling and Resource Center

The Center serves over 2,000 adults, including people on public aid, first-time job seekers, and dislocated workers. A staff of 12 targets services to single mothers on welfare, and there is a separate unit that houses a job club. A persistent problem with the program is that many of the jobs available pay less than the total welfare package.

Project New Ventures

This vocational training program was designed to move women heads of household into non-traditional fields that pay living wages. A $240,000 grant from the State of New York Department of Education through the Vocational and Applied Technology Education Act is used to support the program. In addition to academic training, students are provided support services, which include job-keeping skills in male-dominated professions. Areas of focus are computer science or computer repair. Approximately 40 to 50 students per year go through the program.

The New York State Green Team

LaGuardia is one of several partners in this program created by John C. Egan, former Commissioner of the New York State Department of Transportation. The Green Team is a work experience and education program for adjudicated youth. The work component, which covers four days of the schedule, involves maintaining state highways. On Friday and Saturday the students attend classes from 9:00-4:30. The education component of the program is coordinated by LaGuardia. Classroom instruction is provided in mathematics, reading and writing. Students also receive job readiness training that includes career exploration and counseling. Faculty and staff also serve as mentors to students, and involve them in community projects. Workshops are offered on topics relevant to students, such as conflict resolution and drug awareness. More intensive counseling is available through the State Division of Youth. Records show that the recidivism rate for participants is two percent, compared to the 83 percent average for youth in the juvenile justice system.

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Miami-Dade
Community College
Miami, Florida

GREAT Cities

UIC'S METROPOLITAN COMMITMENT

Case Study
Miami-Dade Community College
Miami, Florida

College Profile

Founded in 1960, Miami-Dade is one of the largest community college systems in the country. The college serves the Dade County region with five campuses and six outreach centers. Credit student enrollment is 51,019 and has been growing steadily since the college was opened. The college offers 179 associate degree and certificate programs. Miami-Dade is noted in community college circles for its academic excellence. Responsiveness to the local economy and innovation in teaching approaches are key factors in its success.

The Dade County population increased from 1,625,781 in 1980 to 1,937,094 in 1990, an increase of 19.1 percent. Much of this growth has occurred in the Hispanic population. It increased from 35.3 percent of the total population in 1980 to 49.2 percent in 1990 while the white non-Hispanic population decreased from 47.7 percent in 1980 to 31.7 percent in 1990. Black non-Hispanics increased from 17.2 percent in 1980 to 20.5 percent in 1990.

Miami has emerged as an international business city and has several dominant service industries. Multinational firms and tourism are the largest growing business segments. The largest private employers in 1995 were American Airlines (8,200) and the University of Miami (7,405). Four of the ten largest private employers in 1995 were retail chains. The largest public employers were Dade County Public Schools (29,720) and Metro-Dade County (28,000).

In order to meet the needs of key employers, several Miami-Dade campuses have developed new academic and certificate programs. The Wolfson Campus is in downtown Miami and is a comprehensive campus, as is the suburban Kendall campus. Several vocational certificate programs have been developed at Wolfson in such areas as legal secretary, import/export procedures specialist, and bail bond certification. The North campus is located between Liberty City and Hialeah. The Homestead campus, in the southern part of the county, has been experiencing lower enrollments due to the massive displacement caused by Hurricane Andrew in 1992. The Medical campus is located in the downtown medical complex area of the city. Its campus is shared with the University of Miami Medical School and Jackson Memorial Hospital, the 4th largest hospital in the country. The Miami-Dade Medical campus has 1500 students. Half are pursuing nursing degrees and the other half are enrolled in one of 11 allied health programs. Demand for these programs is high, as is the placement rate. Students must have completed general education requirements prior to gaining entry into the medical campus.

Miami-Dade is committed to maintaining a student body reflective of the area. It has more Hispanic and African-American students and grants more degrees to minority students than any other college in the country (Table One). The student body is proportionally representative of the Miami-Dade area—59 percent Hispanic, 22 percent African-American and 17 percent white, although the makeup varies widely at each of the campuses. The student population is very diverse with 128 countries and more than 70 languages represented. Approximately 65 percent of students system-wide are non-native English speakers. Spanish is the native language of 41.9 percent of the student body. Over 40 percent of students receive need-based federal and state financial aid.

Table One
Success Rate for Associate in Arts and Associate in Science Students
After Four Years

		Graduated		**Enrolled In Good Standing (GPA>=2.0)**		**Left In Good Standing (GPA>=2.0)**		**Total Success**	
Ethnic Category	Number	Number	Percent	Number	Percent	Number	Percent	Number	Percent
White Non-Hispanic	751	231	30.8%	113	15.0%	333	44.3%	677	90.1%
Black Non-Hispanic	936	161	17.2%	161	17.2%	421	45.0%	743	79.4%
Hispanic	2,919	735	25.2%	470	16.1%	1,357	46.5%	2,562	87.8%
Native American	3	0	0.0%	0	0.0%	2	66.7%	2	66.7%
Asian	96	23	24.0%	24	25.0%	38	39.6%	85	88.5%
Total	4,705	1,150	24.4%	768	16.3%	2,151	45.7%	4,069	86.5%

The College has an open admission policy, but attempts to attract good students by providing full scholarships to all entering students in the top 20 percent of their high school class. Approximately 72 percent of entering students require remedial work. Given the high percentage of students needing remediation, the success rate (defined as graduated, still enrolled with satisfactory GPA, or left with satisfactory GPA) of MDCC is quite high. The success rate of students needing and completing remedial work at 77 percent is only slightly lower than the success rate of students who do not, which is 82 percent. Entering students who require ESL or ENS each make up only 4.8 percent of graduating students.

Approximately 90 percent credit students at Miami-Dade report that they are seeking a degree. The few remaining report that they want to upgrade their job skills or take a few courses prior to transfer. Miami-Dade defines success in the following ways:

Graduation with an Associate Degree. These students have met the goal of earning a degree and are ready to transfer to a 4-year institution or to work.

Remaining Enrolled with a GPA of 2.0 or Better. These students continue to make progress toward earning a degree or meeting other education-related goals.

Leaving with a GPA of 2.0 or Better. It is assumed that these students have met their educational goals without earning a degree or are in a good position to re-enroll if they choose.

Using these criteria, Miami-Dade has had a success rate of 86 percent in the past four years. Of the major ethnic groups, white non-Hispanics had the highest success rate (90 percent) and highest graduation rate (31percent), while black non-Hispanics had the lowest (79 percent for success and 17 percent for graduation). Overall enrollment and graduation figures are presented in Table Two.

Table Two
Graduation Figures
Miami-Dade Community College, 1977-95

Year	# of Students (Fall Term)	# Graduating
1977	42,777	6,270 (14.7%)
1979	43,316	6,133 (14.2%)
1981	42,295	7,395 (17.5%)
1983	41,980	5,511 (13.1%)
1985	41,269	3,937 (9.5%)
1987	44,899	3,919 (8.7%)
1989	49,145	4,613 (9.4%)
1991	55,539	5,148 (9.3%)
1993	52,814	4,812 (9.1%)
1994	52,712	4,756 (9.0%)
1995	51,019	5,268 (10.3%)

Approach to Serving the Urban Poor

Miami-Dade's approach to serving the urban poor is defined by its commitment to academic excellence and an open door policy, combined with efforts to attract good students. This commitment was stated by former MD CC president Robert McCabe, "The community college must maintain its essential commitment to the open door, while at the same time emphasizing academic excellence." Several initiatives started under the presidency of McCabe were rooted in the belief that many poor students do not succeed in community college because they have multiple barriers that interfere with their ability to focus on academics. These initiatives are especially needed, as all students must pass the state's College-Level Academic Skills Test (CLAST) to receive an associate degree. Approximately 66 percent of MDCC students with sufficient credits pass all four parts of the test. White students pass all four parts at a rate of 79.3 percent, the African-American pass rate is 51.9 percent, and the Hispanic rate is 65 percent.

As part of its commitment to maintaining a student body reflective of the area, Miami-Dade operates several "youth bridge" and "targeted assistance" programs to ensure the success of underprepared students in the system. Programs range from providing specific support services, such as child care, to a comprehensive community development initiative. These programs are presented below. All programs are ongoing, with the exception of the Overtown Neighborhood Partnership, in which MDCC has reduced its role over the past year at the directive of the new president.

Synopsis of Programs Serving the Urban Poor

Service Learning Program

The MDCC faculty guide defines service learning as "the process of integrating volunteer community service combined with active guided reflection into the curriculum to enhance and enrich student learning of course material." Miami-Dade is embracing service learning in many disciplines to enhance classroom learning. Many faculty involved see service learning as a way of changing black representation in higher education and thus it can be viewed as a strategy for ensuring the success of the urban poor in college. Its focus is wider, however, as all honors students are required to complete a minimum of 30 hours of service. This requirement is part of a class in personal and career development that stresses leadership and citizenship.

This teaching strategy requires students to engage in an internship or community service as part of their course work. During class time students are given the opportunity to discuss their community experiences. The goal of the experience and the classroom discussion is for students to understand their roles in the context of community responsibility (Exley, 1996:37).

The "Growing Up Healthy" project at the medical college is an example of how service learning has been incorporated into the curriculum. MDCC students go into the community to assist with health screening and to make referrals to appropriate agencies. With funds from the McDonald Foundation, a full-time nurse is being hired to direct the program.

MDCC was awarded a three-year grant from Americorp to provide mini-grants to faculty who revise their courses to include community service. Approximately 10 faculty per year have received grants. Two staff members are funded to support the service-learning faculty. Additional funding has been obtained to continue the program and another three-year grant was awarded in 1995 to fund service learning projects in Overtown. Students commit 40 hours per semester to work in tax preparation, landscaping, ESL instruction, and medical and dental programs.

The goal of community service is not the direct connection to jobs, but rather to motivate students to enter a four-year institution. For example, three core courses in the elementary childhood education program involve service learning in the Overtown community. Students spend six hours per week in the community tutoring, working with teachers or doing home visits. The hope is that by being connected to students and teachers, students will be motivated to stay in college. Likewise, in other programs community service is connected to the occupational area of the student's program.

The service learning program allows the MDCC to provide key services to the community such as tutoring, health care provision assistance, teaching and social service provision. Between 80 and 100 students per year engage in service-learning activities. Students have been placed in over 100 local organizations and agencies. A directory of participating organizations is maintained.

Black Student Opportunities Programs

The Black Student Opportunities Program is sponsored by Miami-Dade Community College, the Urban League of Greater Miami, Dade County Public Schools, United Teachers of Dade and the Mitchell Wolfson Sr. Foundation. It was developed in 1987 in response to statistics showing that Florida had the lowest graduation rate of black students in the country. Further, the state raised minimum scores on the primary college placement test (College Level Academic Skills Test), which would further reduce the number of blacks and Latinos able to take college-level work. The goal of the program is to increase the number and to improve the preparation of high school students entering college and completing a post-secondary degree.

In its first year the program sponsored 75 tenth grade students from two Miami high schools. These students will stay in the program until they complete a college degree. An academically rigorous academic program has been developed for the students. Students earn money in increasing amounts for grades of C or better. These earnings are matched by the Mitchell Wolfson Sr. Foundation and placed into an education savings account. Students continue to earn while in community college.

Community and parental involvement are key elements of the program. The Urban League identifies mentors for the students, focusing on black professionals. Students, parents and mentors sign oaths of responsibility that detail their specific obligations as program participants. Individualized counseling is another key component of the program. Progress is monitored through the college's computerized Academic Alert and Advisement System (AGIS) which produces reports on credit load, performance, native language, basic skills and attendance. Students and their advisors receive these reports and problems are addressed as they emerge. Counselors also assist students in long-term career planning and in establishing a program to allow them to meet their goals.

The first class of 75 entering the program had an impressive 96 percent retention rate. Retention is defined by continued enrollment in college and graduation. Student progress is monitored and students and follow-up surveys are used to track students who have graduated. A follow-up of subsequent students entering the program has not been completed.

STARS/Do the Right Thing

STARS (Scholarship Tuition for At-Risk Students) is another drop-out prevention program under the Minority Student Opportunities Programs. Do the Right Thing is a crime prevention program for students of all grades in the Miami-Dade Public Schools. The STARS component of the program is a partnership of Miami Police Department and the MDCC Foundation. The Florida Prepaid College Program provides tuition vouchers for attending MDCC. Students must meet grade and crime-free criteria to be eligible for the scholarships.

Hispanic Opportunities Program for Education (HOPE)
STARS HOPE

The Hispanic Opportunities Program for Education and STARS (scholarship tuition for at-risk students) provides access to postsecondary education for Hispanic students. The concept was initiated by Tony Vivaldi of Home Depot who volunteered to match the first $25,000 the Miami Hispanic Chamber of Commerce could raise to create a scholarship program. Since then, Chamber members, the Mitchell Wolfson Senior Foundation, the Miami-Dade Community College Foundation and the Florida Prepaid College Foundation have raised $230,000 for the scholarship fund.

Students from two high schools are accepted into the program based on economic need and a GPA between 1.9 and 2.9. The focus is on at-risk students rather than students with high grades.

Fifty students are accepted into the program annually although up to 70 apply. Currently 100 students are in the program. Once accepted, students are paired with mentors from the business community. Mentoring is an important component of the program. Mentors go through training and stay with the students for the entire four years of the program. Support services are provided, including career counseling through the Miami-Dade Career Center.

Miami Promise

Miami Promise is a partnership between MDCC, Dade County Public Schools, and an entire sixth grade class. The program follows the "I Have a Dream" model and offers financial support for students who maintain the program's standards throughout their secondary school careers. Students sign a pact that they will be drug free and crime free, will maintain a 2.0 overall GPA, and will meet their school's attendance requirements. Students earn free tuition at MDCC and $500.00 cash per semester. This one-time program is funded by the Miami-Dade Community College Foundation, which co-hosts an annual ball hosted with the superintendent of the Dade County Public Schools.

Take Stock in Children

This is a new program started in 1996 that follows the Miami Promise model. Barnett Bank and Publix (a grocery store chain) each contributed $1 million to start the program. One hundred at-risk students have been identified for the program. College funding will be guaranteed to all students meeting the academic and behavioral requirements of the program.

Developmental Studies

Developmental studies refers to the remedial programs community colleges typically provide to get underprepared students ready for college level work. Because of the college's open door policy and commitment to serving underprepared students, approximately two-thirds of Miami-Dade entrants need to take remedial classes.

The percentage of students completing college preparatory courses drops considerably with the number of preparatory classes needed. Sixty one percent of those who need remediation in only one area complete it, but this number drops to 39 percent for those needing remediation in two areas and to 18 percent for those needing remediation in three areas. This means that only 43 percent of those needing remediation complete it and are able to enter college credit courses. Although developmental studies students take longer to earn their degrees, those who successfully complete the remedial program graduate at almost the same rate as regular students. Those who do not complete remediation fare very poorly and usually leave due to low grades.

Liberty City Entrepreneurial Education Center

The Liberty City Entrepreneurial Education Center (EEC) is affiliated with the MDCC North Campus in a predominantly African American and Haitian community. The center was created in 1980 in response to social unrest in the community. Although its programs are not specifically targeted to serve the urban poor, many of its clients fit this profile. In 1994 the center attempted to work with residents of a public housing complex interested in entrepreneurship, but the project was not funded.

As a small business development center (SBDC) the EEC provides services to those owning or wishing to start a small business. Although there are students who take courses at the center, the emphasis is on serving clients who want to start a small business. Programs include a five-week introductory session on how to start a small business, an 80-hour applied entrepreneurship certificate program and specialized courses. Clients also have access to a library and video library provided by the center. The 80-hour course enrolls 10-12 clients in each of three sessions per year. The five-week course also has approximately 12 clients per session and is offered on an ad-hoc basis.

The EEC is a highly visible building in the community, which is important to MDCC as a way of projecting its commitment to the community. It is credited with stabilizing the small businesses along the main commercial corridor in Liberty City. The center works closely with three CDCs in doing real estate development and in operating a revolving loan fund. Once established, the center maintains strong ties with small businesses in the corridor, particularly in the developing crime and vandalism reduction strategies.

In its three years of existence, the ESBCC program has served approximately 600 clients, a large number compared to most SBDCs. Data on business start-ups and services provided are not available, so it is difficult to assess its impact. The new administration is reexamining how the center fits with the overall academic education focus of the college.

Overtown Neighborhood Partnership

This partnership is a major community initiative, involving partnerships with several City of Miami departments, hospitals and Overtown community organizations. It was started through the leadership of former president Robert McCabe. The collaborative emerged out of a sense of social obligation shared by the medical campus of Miami-Dade and the medical school at the University of Miami. These groups believed they had to attempt to ameliorate conditions in the neighborhoods of their joint campus.

A once thriving neighborhood of black railroad employees, Overtown experienced disinvestment and middle class flight in the 1960s and 1970s. This was partially in response to a highway fragmenting the community and the resultant decline of local businesses. Police brutality has been a source of tension among residents and the city. The brutality led to a major riot in 1990 following a police shooting of two black motorcycle riders. Several smaller uprisings have occurred since then and a need to develop a comprehensive strategy to revitalize the community became evident.

After considerable internal dissent, the Overtown Neighborhood Partnerships was approved by the Miami-Dade Community College Board of Trustees in 1991. The Mitchell Wolfson Sr. Foundation of the college committed $150,000 per year for three years to undertake the program.

The partnership was conceived by former MD CC president Robert McCabe and then Medical Campus president Tessa Martinez-Pollack. It would be one of three major initiatives McCabe would implement for the college. The initiative was rooted in a belief that the college had a role broader than education in working with the community. The partnership established seven goals:

1. Facilitate the development of individual and group skills for enabling neighborhood residents to improve their desired quality of life;
2. Provide an environment in which adults and youth in the neighborhood can initiate ideas toward neighborhood transformation;
3. Initiate, advocate and document systems change in the delivery of existing public services as meaningful to neighborhood life;
4. Organize opportunities for community service learning and other experiences which promote the involvement of college students in neighborhood transformation activities;
5. Identify and secure technical, financial and other resources to respond to resident initiatives;
6. Assist personnel from Miami-Dade Community College to provide educational opportunities for Overtown residents; and
7. Develop a replicable model which has high transformability to other community colleges.

The Partnership began in 1994 with a comprehensive needs assessment. After this was completed a document, *Visions for the Future*, was produced. *Visions* detailed a specific plan of action for achieving the partnership's goals. The report outlined projects in the areas of housing, business ownership, violence reduction, education and overall quality of life in the community. The medical campus of Miami-Dade assumed a coordinating role and convened all of the partners to begin the specific initiatives outlined in the report. Miami-Dade committed $2 million to the project and the Mitchell Wolfson, Sr. Foundation committed $150,000 per year for three years.

MDCC established the Rainbow Village Day Care Center in an Overtown public housing complex as part of the partnership. The college operated a very successful day care program on-site and was asked to assist the complex to start a center to make it easier for women residents to go to school or work. HUD donated the land and funds for design and construction of the center, while Miami-Dade developed the curriculum.

The role of MDCC in the Partnerships Initiative has shifted under the new president, Dr. Eduardo Padron, who assumed the position in 1995 after 15 years at the Wolfson campus. In January 1996, the leadership role was assumed by the City of Miami. It was Dr. Padron's belief that the role of coordinating social services took the college too far astray from its education mission. Miami-Dade would still be a partner in the initiative, but its involvement would be limited to education-related activities. This decision has left some programs in a position of uncertainty. For example, the original agreement was for Miami-Dade to operate

Rainbow Village Day Care Center for three years, but this was discontinued by Dr. Padron. He negotiated for the local YMCA to take over operation of the center in November 1996.

This move has stalled the partnership to some extent. Expectations were high and components of the program received considerable publicity when they were established. In addition to local attention, it was featured on several national news programs (NBC, ABC, etc.). The residents of the community saw the college's move as pulling out of the project, even though it is still highly involved. Distrust of local government is high, so it will take some time to test the city's commitment to undertaking the projects outlined in the *Visions* report.

Miami-Dade still is providing full scholarships for Overtown residents who meet a set of flexible requirements.

Career Academy

A new grant of $300,000 from the Coca-Cola Foundation is being used to establish a career academy program to interest high school students in health careers. Fifty high school students attended a summer camp in 1996 to learn more about health careers. Students did site visits and job shadowing with many health care practitioners ranging from hospital employees to ambulance drivers. The college would like to establish more of these bridge programs for disadvantaged youth.

Step Ahead Development Program

This program was created to engage Hispanic farm workers in education, a goal that was not seen as being promoted in this population. It was in operation at the Homestead campus during the 1993-1995 academic years. Recognizing that success in education is related to cultural attitudes, the program provided a supportive environment for students to pursue college education. Of the 81 participants, 80 percent were welfare mothers with 40 percent being single mothers with two or more children. These students lacked support systems such as child care, transportation and a supportive home environment. In order to stay in school, they needed more intensive counseling through home and classroom visits, monitoring of progress and highly accessible counseling staff. Counselors developed relationships with the students' families to help create a supportive home environment. The program consisted of :

- an orientation session
- life skills workshops
- self development courses
- educational remedial laboratories (3 hours per week required, though most served only 1.5)
- computerized educational program (basic English, communications, mathematics)
- tutoring sessions
- intensive advising
- recognition events

Referrals and relationships with other social service agencies helped participants gain access to services such as financial aid, child care, and ESL.

Summary

Under Dr. Padron's leadership the college has withdrawn from several of the initiatives started under Dr. McCabe. Dr. Padron is narrowing the focus of all external partnerships to education-related activities. He sees the previous initiatives as putting the community college in the role of trying to be everything to the community, as opposed to being the education partner in broader-reaching initiatives.

This "back to education" focus does not mean that economic development is not part of the college's mission. Dr. Padron has given a high priority to meeting the training needs of business and industry, a function in which Miami-Dade historically has been weak. Dr. Padron also serves on the Miami-Dade Workforce Board, which is part of the Florida Workforce Board. The Florida Workforce Board is an effort to restructure the state's employment training system.

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Portland Community College Portland, Oregon

GREAT Cities
UIC'S METROPOLITAN COMMITMENT

Case Study
Portland Community College
Portland, Oregon

College Profile

Portland Community College serves a five-county region that includes several of the metropolitan area's fastest growing counties. The population of the region is over 950,000. Racial and ethnic minorities compose roughly 12 percent of the metropolitan area's population, with Latinos representing the fastest growing group.

The region is characterized by an expanding economic base and low levels of unemployment. High- and low-wage job growth is anticipated in health care, biotechnology, high technology, metals, transportation, and distribution, as well as in retail services. Similar to statewide trends, over 80 percent of the region's employers are small businesses, and many larger firms are owned by outside interests.

The workforce is fairly well educated, with 60 percent of workers in professional, managerial and clerical occupations and 28 percent in skilled trades. Despite the region's economic prosperity, there is a shortage of skilled workers in the Portland area; many companies are recruiting workers from out of state, while others have moved operations to areas with more skilled workers.

Portland Community College (PCC) enrolls approximately 82,000 students in a variety of one- and two-year degree, certificate, and non-credit programs. Forty-six percent of PCC students were enrolled in credit programs and 54 percent in non-credit programs. In 1994-95, 47 percent of PCC's students were enrolled in transfer courses aimed at preparing them for matriculation in four-year institutions. Thirty-six percent were enrolled in vocational education, including entry-level preparation, skills upgrading and apprenticeships. Ten percent were enrolled in non-credit adult education courses, including adult basic education (ABE), general education development (GED), and English as a Second Language (ESL). Approximately three percent of students were in post-secondary remedial (PSR) courses, for-credit courses designed help students succeed in academic or vocation programs. The remaining 10 percent of students were in Community Education courses, such as those addressing self-improvement and personal interests.

For the academic year 1994-95, PCC awarded approximately 1,375 degrees -- an 18 percent increase from the previous year. Twenty-one percent of these were Associate of Arts (AA) transfer degrees, 20 percent Associate of Science (AS), 50 percent Associate of Applied Science

(AAS), and the balance in General Studies and non-transfer AA degrees. PCC awarded nearly 300 one- and two-year certificates, a 12 percent decrease from 1993-94. One-year certificates accounted for 79 percent of all certificates.

The majority of PCC's programs take place at three comprehensive campuses -- all of which offer the range of academic transfer and vocational education programs. The Sylvania Campus is located in a suburban portion of Portland and is the largest campus. The Rock Creek Campus is located in a high-growth area of Washington County. The Cascade Campus is located in Portland's minority community in the Northeast section of the city. Technical degree and certificate programs in science-related fields and those associated with the region's growth industries, such as biotechnology, advanced manufacturing, engineering and design programs, are generally located at the Sylvania and Rock Creek campuses. The Cascade Campus offers transfer courses primarily in the liberal arts fields. Its professional and technical programs include those in medical fields, computer systems, criminal justice, business administration, and office/legal services.

A range of short-term and non-credit adult and continuing education, literacy, and contract training programs are administered through PCC's Open Campus. The nexus of PCC's economic development, workforce training, basic skills training, and life enrichment missions perhaps best emerges through the Open Campus, which is organized into two divisions and operates throughout the PCC district. The Office for Continuing Education includes PCC's Adult Education and Community Education programs, as well as a number of occupational training programs. This division also administers several programs designed to benefit disadvantaged populations. The Office for Business and Government Relations includes the college's customized training programs and contract services. Facilities are located throughout the region and include two Workforce Training Centers that offer a range of short-term training and professional development opportunities. These centers have strong partnerships with area school districts, colleges, and businesses. Conceptually, the linkages between the two Open Campus divisions afford an opportunity to tailor basic skills education and entry-level training to real workplace needs.

The average PCC student is 37 years old. Minority enrollment is 18 percent, with African Americans composing four percent, Asians 8 percent, Latinos 5 percent, and Native Americans 1 percent. Minority representation at PCC is generally commensurate with the representation and geographic distribution in Portland's general population. In Portland, low-income people and different communities of color tend to be concentrated in the Northeast section of the city. PCC's Cascade Campus is located in this community, and approximately 30 percent of its students are minorities. Accessibility from Northeast Portland to PCC's other campuses via public transportation is very limited. Although PCC offers a shuttle service between campuses, only 4 percent of Rock Creek students and 7 percent of Sylvania students come from the North/Northeast section.

Approximately 40 percent of PCC's 1994-95 general fund revenues of $80 million were from the State of Oregon, 24 percent from local taxes, 21 percent from tuition, and the balance was net working capital and from federal and other sources. At the time of the site visit in late October 1996, there was a property tax limitation measure on the state ballot that would cap assessments and mandate that any attempts to raise local property taxes be mediated by the state legislature, thereby depriving local communities of this prerogative. This could adversely affect PCC funding, especially its ability to develop community-focused programs, since it is unlikely that the state legislature will fully appreciate local needs. The initiative passed in the November elections and the financial ramifications of the referendum are still being explored by PCC. It is probable that the State of Oregon will increase its funding support of PCC to close at least part of the projected funding gap, but it is also likely that budget cuts will be required. The long-term effects of this referendum cannot yet be fully identified.

Approach to Serving the Poor

In order to appreciate PCC's efforts to serve disadvantaged students and disenfranchised communities, it is important to understand PCC's guiding philosophy and institutional convictions.

PCC was founded with a strong vocational-technical mission and spirit of community service and engagement. Under PCC's current president, Daniel Moriarty, these values have endured even as PCC's reputation as a leading academic transfer institution has grown. Finding the right balance between these two tracks has been one of the keys to PCC's success, and to some extent reflects its ability to respond to broad community interests.

PCC's institutional environment is one that encourages innovation and creativity. Faculty and administrators are given a good deal of latitude and autonomy to capitalize on opportunities that will programmatically support PCC's values. This entrepreneurial spirit is encouraged by PCC's board of directors and its president. The college is aggressive in its networking and outreach to communities and constituents. It has created a climate where people, businesses and institutions know they can approach PCC and that it is a community institution. The college measures its success by the extent to which it is present and invested in its community, though it is clear about its role as a community college. It does not try to be all things to all people, but it also does not confine itself to a narrow niche of activities.

PCC is explicit about expanding its strategic alliances and aggressive in developing partnerships with business, industry, educational institutions, governmental agencies and the nonprofit sector in order to broaden training opportunities and facilitate development. As a result of these external linkages, PCC is recognized as a pivotal player in regional economic development activities. Partnerships have also been an important vehicle for promoting benefits in communities less tied to the mainstream. Here, too, PCC's mission is clear and explicit: *to increase access to higher education and training for unemployed and underemployed workers.* Indeed, repressive policies, shrinking resources, and the complexity of the problem, indeed, have made partnerships almost the rule in accomplishing these objectives.

Over the years PCC has developed a number of programs aimed at special populations, including women, ethnic students, dislocated workers, at-risk youth, single parents, and others. It has done so with a firm commitment to providing training for entry-level jobs that offer advancement and mobility. Or as one official put it, "PCC will not train people for dead-end jobs; we will not train for people for poverty." The college's connections to regional economic activity, its relationships with employers, and its commitment to outreach and inclusion have contributed to its ability to develop viable programs to serve disadvantaged communities. Some of these programs are summarized below.

Synopsis of Programs Serving the Urban Poor

PCC Skills Center

The Skills Center began in 1989 with funds from the state lottery. It is now supported by legislative appropriation and explicitly targets poor people, working to prepare them for and place them in permanent, entry-level, living-wage jobs that offer upgrade potential. There is a particular focus on high school dropouts and African American males. Part of the Cascade Campus, the Skills Center is located in the heart of Portland's low-income area where minority populations are concentrated. Outreach is an important component of the program's design and it is largely word-of-mouth, involving much door-to-door recruitment.

The educational methodology is context based and individualized. Participants in the 16-week program are registered students of PCC. Short term training is provided in a number of technical fields, including Construction Technology, Office Technology, and Technical Literacy. Class size averages 15 to 20 students. Basic Skills training is offered for those who need it free of charge, as are courses designed to provide readiness training and workplace skills. Participants are required to complete an on-the-job apprenticeship.

The Skills Center has strong linkages to business and industry. Each of its programs has an active business/community advisory committee that gives input in areas such as curriculum and faculty development. There is a particular focus on building relationships with local firms, not only to facilitate the training and hiring of program participants, but to complement PCC's Northeast Workforce Center's aim to retain and engage area employers in the community.

The Skills Center collaborates with a range of social service, community development and workforce development organizations, enabling it to maximize its resources and leverage other support.

These partnerships and relationships, coupled with a strong orientation to reaching people where they are have led to impressive rates of success. In 1995-96, 534 adults were served, 62 percent of whom required basic skills training. Ninety percent of all participants completed the basic workplace training, and 85 percent successfully found jobs, including manufacturing jobs at $9 to10 an hour. The Center also served 123 participants in its youth programs, which serve as a resource to alternative high schools in the north/northeast section of Portland. One of the problems the Center has had to contend with is temporary agencies siphoning off students who have not completed their training.

Steps to Success (STS)

Steps to Success is a nationally recognized welfare-to-work program that focuses on self-sufficiency and long-term employment by providing life skills and basic skills training, supportive services and job placement assistance to welfare clients throughout the region. There are four STS sites in the Portland region, two of which are operated by PCC. STS/North serves the community in proximity to the Cascade Campus and STS/West is connected to the Rock Creek Campus. The overall program is coordinated by Mt. Hood Community College and includes community-based organizations, welfare agencies and other public agencies in the partnership. STS began in 1990 as a voluntary program for single mothers. Now, as a Job Opportunity and Basic Skills (JOBS) project, it is funded under the Family Support Act and used to satisfy welfare reform mandates for self-sufficiency. STS is the first point of client contact when a person enters the welfare system.

STS programs provide short-term training over a six-month period. The curricula include ABE/GED/ESL classes, life skills and career planning courses, vocational training, work experience and employment seminars. STS has access to a variety of resources available through the community colleges. The full range of supportive services is also available. A work experience component is the bridge between education/training and employment. Students are placed in unsubsidized jobs prior to completing their training.

Both STS programs report good placement rates, but little information was available about the quality of the jobs. In 1993-94, STS/North averaged placements of 100 per month ---more than double the target goal. STS/West had a job placement rate of 665, 198 percent of the goal. The programs include extensive post-placement work, helping participants make the long-term transition into the world of work. A portion of the subsidy provided to employers who hire STS participants goes into a scholarship fund for participants to use for further study at PCC.

Project Independence

Project Independence began ten years ago as a joint effort between PCC, the Private Industry Council, and the welfare department. It was designed to equip economically or socially disadvantaged single parents and displaced homemakers with the skills needed to become self-sufficient and enter the workforce. The effort, which operates on PCC's Cascade Campus under the Women's Resource Center, is now supported by Carl Perkins funds and matched by PCC. Unlike the Rock Creek Campus's program for this target group (New Directions discussed below), the broad goal of Project Independence is to connect participants to other PCC job placement opportunities and move women into employment.

In 1994-95, 46 participants were served. Entrants must be highly motivated, have housing and child care arrangements, have completed a GED, and be mentally stable and drug-free. Thirty-five percent of the participants are women of color; 65 percent are single parents. The median age of participants is 32. Half of the participants have completed high school or obtained a GED, and one-third have some college or technical training. Roughly 30 percent of the women entering the program already hold jobs, though most are in unskilled positions. Only seven percent have never been employed. Nearly half of all participants receive public assistance of some type, and 94 percent of the participants are classified as economically disadvantaged.

The program offers basic skills training, self-esteem building, and job placement assistance. One eleven-week class is offered each term, for which participants receive ten PCC credits. Tuition is waived and PCC resources, such as tutoring and counseling, are available to participants. The intake process includes a comprehensive assessment of skills and interests, coupled with counseling and strong support services, which are available throughout the training. Outreach is done through presentations to agencies, newspapers, and word-of-mouth.

Good relationships exist with Adult and Family Services, the PIC, community organizations and various provider agencies. Project Independence has linkages to a number of PCC programs, including B-FIT, the Skills Center, and Oregon Tradewomen's Network, in addition to resources it receives from PCC's Women's Resource Center. The program receives funds from the Oregon Single Parent and Displaced Homemaker Program to conduct follow-up assessments of participants for up to two years.

Building Futures in Industry and Trades (B-FIT)

B-FIT is a pre-apprenticeship program that was started in 1988 to provide education, training, and access to jobs and apprenticeships in the building and construction trades. The program is funded by Oregon Department of Transportation, which is a strong partner in the program and PCC. It is housed at the Rock Creek Campus, which has certificate and degree programs in

Building Construction Technology. B-Fit was originally designed to increase the representation of women, and later minority men, in the construction trades.

Concerns about targeted programs have resulted in a more diverse program. Fewer minorities are entering the program; they represent about half of the current class. The average age of participants has also declined, from 34 years when the program was targeted to women to 27 years today. It also underscores the growing attractiveness of community college programs to those who might otherwise have sought four-year institutions; many of the new entrants are young white males. Women entering the program tend to be older, single parents.

B-FIT training is conducted over a two-term, six-month period and is designed to provide students with basic skills required for apprenticeship training or to access skilled, nontraditional jobs. The curriculum includes hands-on instruction and lab experience in construction, electrical, and mechanical basic skills; trades math; basic welding; microcomputers; and other workplace focused training. The program also includes a fitness component designed to help women develop increased upper body strength so that they can undertake physically demanding jobs in the trades. In addition to course requirements, the program has a two-week, 80-hour coop component, in which students receive workplace experience. Life skills, job-search skills and orientation to work site training is part of the six-month curriculum. Students earn 35 college credits while in training, which may be applied to a one-year certificates in Residential or Commercial Construction or to an AAS degree in Building Construction Technology.

Recruitment is done through informational meetings with agencies and clients as well as by word of mouth. The state occasionally refers welfare recipients to the program. B-Fit also draws a few students from PCC's New Directions program for displaced homemakers. The program offers a range of support services, including child care and transportation assistance. B-FIT has referral relationships with other PCC divisions and external programs in adult education. It also solicits financial aid support from private agencies to help needy students who are having difficulty accessing PCC's student aid.

B-FIT staff works with over 200 students a year. The program reports high program retention and completion rates, and staff credit the support systems as a primary reason. Completion rates are upward of 90 percent, with 85 percent of those reportedly entering the construction trades. Good rates of placement into permanent jobs are also reported. Job development is conducted by B-FIT staff. The county, which is experiencing a development boom, has been a good source of jobs. B-FIT has linkages to state highway and construction apprenticeship programs for women and minorities. It has had the best success getting minorities and women into the electrical trades. Some degree of post-placement follow-up occurs, but because of industry confidentiality and worker mobility in the construction trades, B-Fit has had difficulty obtaining the information needed to track students. Some B-FIT graduates have started their own businesses, and at least one graduate has become highly successful, employing other B-FIT graduates in a growing business.

The program has had strong support from industry, which has helped develop curricula, set skill standards, and advocate for support services. The heavy demands placed on B-FIT's staff and instructors have precluded it from developing more extensive relationships with employers, though they try to bring in speakers, arrange workplace visits, and solicit in-kind donations.

Marshall Caring Community

The Marshall Caring Community (MCC) is an action committee of the Portland Leaders Roundtable and is an effort designed to reduce barriers to employment and self-sufficiency for the residents of Southeast Portland. MCC grew out of a dropout prevention effort started by the Portland Leaders Roundtable focusing on the local high school, and is composed of residents, community leaders, and representatives of business, government and education. The target community, a poorly served area recently annexed by the City of Portland, is composed of whites with Appalachian and Russian roots, and a small percentage of minorities. Shipbuilding and lumber-related jobs have declined, there is limited small business activity, and large-scale development is restricted by floodplain regulations. The presence of PCC's Southeast Center has been a stabilizing force in the area and has opened up educational resources to an isolated part of the city.

MCC is part of a larger effort called the Quality Jobs Initiative, a partnership developed by Portland Development Commission to stimulate responsive workforce development strategies. Partners include PCC, service providers, the Private Industry Council (PIC), the Bureau of Housing and Community Development, and business representatives. Activities include targeting adult education resources to neighborhood residents, as well as targeting specific industries for intervention (metals, plastics, semiconductors and information services;) and entry-level job creation. QJI works with employers to identify minimum job skill requirements and structures curricula accordingly. A good portion of the effort is focused on job readiness. In this case, Neighborhood Pride Team, a CBO, is working with local training providers and the PIC to provide the bridge to prepare people and place them in entry-level jobs.

Washington County Employment and Training Consortium

The Washington County Employment and Training Consortium operates under PCC's Open Campus and was formed to provide vocational training and employment services to low-income adults. Funded by JTPA, the Consortium includes PCC, the county PIC, and the Hillsboro and Beaverton chambers of commerce. Training is offered in Landscaping, Business Technology, Machine Technology, Landscaping, Computer Upgrade, and Medical Assisting. It has links to the B-FIT program as well. Most training is provided in conjunction with ABE/GED classes.

Ethnic Student Success Program

This program was started by PCC six years ago using soft funds to support ethnic nursing students. It now has institutional support, though it only operates on the Sylvania Campus. The aim of the program is to support students of color and help them succeed at PCC. However, whites are not excluded from the program. A range of services are offered, including advice and counseling, tutoring, skills development, mentoring, and cultural programs. The administrator of the program works closely with faculty to identify students who might need help. Outreach seminars and orientation sessions are held at PCC and area high schools, and the program draws a number of students by word of mouth. Approximately 400 students are served per term. The mentoring program pairs PCC faculty and students. Approximately 50 faculty participate, offering a high degree of moral support to students and helping them find their way through the PCC system. These pairings have been particularly helpful to minority students.

New Directions

This program is designed to help single parents and displaced homemakers access educational opportunities and reenter the workplace. Located at the Rock Creek Campus, New Directions began in 1990 with Carl Perkins Single Parent/Homemaker funds. It is supplemented by PCC General Funds, other federal funds and local support from industry and others. Initial career and life planning courses, for which participants receive four PCC credits, are free. They are augmented by free child care, transportation assistance, housing assistance and medical insurance. These support services are credited with contributing to the program's high retention and success rates. Available data indicate that approximately 60 percent of New Direction participants continue their education in professional-technical or academic transfer courses. Forty percent pursue short-term training and enter the job market.

PAVTEC Educational Consortium

PAVTEC was formed in 1986 as a regional tech prep consortium. It is a working partnership between PCC and 26 high schools. Its aim is to prepare high school students for community college level technical and vocational training. Given its funding under the Carl Perkins Act, PAVTEC includes provisions for "special populations," including racial and ethnic minorities, women and the disabled, and provides supportive services to assist these participants. The program has linkages to PCC's Skills Center (discussed above), which does skills assessment and development for transition to the workplace. PAVTEC has conducted workshops for counselors on reaching and working with special populations and has developed tools to help employers integrate special populations into the workplace.

PAVTEC also works closely with the Business Education Compact (BEC), a nonprofit intermediary that links education and business. BEC has several components, including brokering continuing education services for employers and running the Educator Internship Program. It coordinates over 600 internship for public school educators and community college faculty at over 200 businesses in a three-county region. BEC's work with PAVTEC includes working with specific industries to develop technical standards, initiating visits to firms by faculty and counselors, and administering a program for counselors similar to the educator internship program.

BEC serves as the sole vender to Intel to recruit and place high school and PCC students in Intel internships. Annually, approximately 80 students are placed in one-year paid work assignments, with PCC students going into manufacturing line jobs for which PCC credit is available. BEC's work with Nike has had an explicit focus on bringing in people of color. Nike has stated its preference to work with predominantly minority high schools. Although it is not a formal program of PCC, BEC's intermediary role has proven to be valuable to the workforce development connections between schools and industry.

Other Noteworthy Programs

Adult Education. PCC offers non-credit ABE/GED/ESL courses free of charge to students testing up to an eighth grade level. The curricula are typical of most adult education programs. The ESL component includes vocational ESL and a new program, Refugee ESL, which is designed to help newly arrived adults. PCC also administers ABE/GED/ESL, Lifeskills and Job Readiness classes to inmates at the minimum security Columbia River Correctional Institution.

Skillbuilders. In partnership with other regional community colleges, PCC administers this 15-month workplace literacy program that provides basic skills training at work sites. It works with other programs under the Open Campus to broaden its reach and scope.

Dislocated Workers Project. In partnership with the Oregon Employment Department, the Private Industry Council and Mt. Hood Community College, PCC created the Dislocated Workers Project to provide short-term retraining and reemployment services to those affected by layoffs and plant closings. Customized training is provided through PCC's Open Campus, and grants to help dislocated workers in specific sectors have been awarded by federal programs. Recent efforts to bring in the Portland Urban League have resulted in the project being expanded to Northeast Portland, an area of very high unemployment.

Portland Teachers Program. This is a cooperative effort between PCC, Portland Public School District, and Portland State University to train and place more minority teachers in public schools in Portland. PCC provides tuition waivers to participants, many of whom are single parents working part time. Graduates receive priority consideration for jobs within the school district.

Economic Development Linkages

PCC is integrally linked to the regional economic development apparatus. It has partnerships at the local, regional, and state government levels and works with other community colleges to create innovative workforce training programs. PCC also has well-developed linkages to business and industry, not only through its customized workforce training component, but through its participation in a range of partnerships with entities such as Oregon Economic Development Department, Oregon Advanced Technology Center, Plastics Education Consortium, and other industry-specific collaboratives.

PCC's Small Business Development Center and its International Trade Program have minority business development components that have helped entrepreneurs launch and sustain businesses -- businesses that are more apt to employ people of color. PCC is exploring sectoral development strategies through the work of its Southeast Center. The Center is attempting to organize small and medium-size manufacturers in plastics, metals, and microprocessing industries into networks, first around common workforce issues and ultimately around common production, technology, and management issues that may help stabilize these firms and retain them in the area.

Summary

Over the years, PCC has cultivated an institutional climate that encourages innovation, partnership, and a high degree of responsiveness to its community -- characteristics that have enabled it to develop good programs through which to reach the poor. There is a high degree of integration and learning, both formal and informal, that takes place across programs. The strategic organizational structure of the Open Campus offers opportunities to connect education and training with regional economic development strategies, and to do so in ways that ensure the inclusion of programs designed to help those who have had the most difficulty gaining entry into the workforce.

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San Diego Community College District
San Diego, California

GREAT Cities

UIC'S METROPOLITAN COMMITMENT

Case Study
San Diego Community College District
San Diego, California

College Profile

The San Diego Community College District (SDCCD) serves a diverse county wide population of 2.5 million residents. San Diego is the U.S.'s sixth largest city. Downtown San Diego is only 12 miles from the Mexican border, where one million people reside in Tijuana. The county's demographic makeup is roughly 65 percent European-American, 20.5 percent Hispanic, 8 percent Asian, and 6.5 percent African-American. The area's population is still relatively young compared to many Sunbelt cities, with about 25 percent under 18 and only 11 percent 65 or older.

Unlike many major U.S. cities, San Diego has few dominant business firms; large corporate headquarters number fewer than ten. Though still a large Navy town, the closure of the Naval Training Center and the downsizing of several large defense contractors (including General Dynamics and Hughes Aircraft) has accelerated the trend toward an economy dominated by smaller businesses. The city's business strategy is to maintain and attract "clean" but smaller, high-tech industries.

SDCCD has three college campuses and six continuing education centers serving approximately 46,000 students in credit courses leading to one-year certificates of completion and associate degrees. About half of these students are enrolled in vocational or technical courses while the other half are in academic transfer courses. An estimated 21 percent of students who enroll in credit courses actually end up earning a certificate of completion or an associate's degree. Forty-two percent of students who earn an associate's degree go on to enroll in baccalaureate programs in California. The district conducts regular surveys to determine the success of its students in securing employment, although district staff members admit that such surveys are unreliable. However, a study was recently conducted comparing the social security numbers of SDCCD graduates with employment records maintained by the California Department of Employment Development. The graduates were tracked for a three-year period to see if they had been able to get jobs. Approximately 80 percent of SDCCD graduates worked four consecutive quarters three years after completing their programs.

The district's continuing education division, which operates through six centers and more than 300 community-based sites, serves nearly 80,000 students annually with non-credit programs in short-term vocational training, high school completion and GED, ESL, citizenship, consumer and home economics and child development. The proportion of students in the various non-credit programs is approximately as follows: ABE/ESL/citizenship, 30 percent, non-credit vocational, 30 percent, and high school completion, 9 percent. SDCCD's continuing education division offers more non-credit courses than any other community college in California. Last year, SDCCD provided the equivalent of two hours of instruction for every San Diegan over 25. Non-credit courses are offered free of charge. SDCCD funds these courses using state reimbursements based on course enrollment. The district is putting in place a database system that will enable it to track data on students who enter the college through non-credit courses. The system will also track course enrollments and job placements for these students. This information will be useful for the colleges in answering increasing calls for accountability. Last year, the California community colleges trained 1.3 million students in non-credit continuing education. The state now tracks students into work using ID numbers with the Employment Development Department and releases an annual report. However, very little is known regarding the outcomes of non-credit students.

Approach to Serving the Urban Poor

SDCCD serves the urban poor through a variety of programs. Several principles are evident in SDCCD's efforts to improve the status of economically disadvantaged San Diegans. First, the college understands that it has the potential to act as a bridge for the poor to connect to gainful employment. A common assumption of the programs SDCCD has established to serve the poor is that, to secure employment that pays a living wage job, one needs to have at least some technical education beyond high school. Linked to this is the understanding that SDCCD, of all the area educational institutions, is best positioned to provide this kind of affordable education.

Second, there is a keen awareness that the poor need intensive support services if they are to succeed in college. The poor are as capable as others of succeeding in college, but the college experience is completely foreign to many of them. The programs run by the SDCCD City College Foundation provide intensive support to young adults from inner city neighborhoods who are seeking to enter the college.

Third, related to the emphasis on support services is a realization that forming partnerships with social service agencies and community-based organizations allows the college to focus on its core competence in education and can open up new sources of students. SDCCD has been aggressive in forming partnerships with social service agencies and community-based organizations in order to extend its reach into the community. Its efforts to partner with such organizations have been guided by at least three principles. The first principle is that the district and its social agency partners have recognized that they serve many of the same clients. This is especially true for the district's non-credit literacy, ESL, and basic vocational programs, in which the vast majority of students come from low-income families. The second principle is recognizing that these common clients need a variety of services, and that these services should be integrated. It is essential, therefore, for partnering agencies to look for gaps in service to these clients and avoid any duplication of services. This is especially important in an era of diminishing resources to serve the poor. The third principle is that, to provide the best possible service and avoid costly duplication, each agency should concentrate on its core competence.

Fourth, SDCCD is an innovator in realizing that programs offering literacy instruction need to be linked to those that provide technical instruction. This link creates a coherent pathway to employment for students who enter the college lacking basic skills. Systems also need to be in place to track the progress of such students through the various levels of education.

Fifth, the college knows a strong, active commitment from top leadership is essential for long-term success. A key reason for the extraordinary involvement by SDCCD in the community is the leadership and support of Augustine Gallego, the district's Chancellor since 1990. According to members of his staff, the Chancellor is one of a core group of civic leaders who grew up together and who enjoy real colleagialitity and a shared sense of public spirit. The Chancellor and the members of his administration are involved in a host of commissions, task forces, and other bodies concerned with community development at the city, county and state level.

One such body on which SDCCD has been active is the Commission on Children, Youth and Families. This Commission grapples with policy issues related to the well-being of children and families from a shared perspective based on a set of principles that stress the importance of approaching problems holistically and dealing with them collaboratively. The apparent consensus on these principles reflects in part the conviction of SDCCD and its partners on the Commission that this is the best way to go about dealing with the problems of children and families. But it is also clearly a response to efforts by policy-makers in California to "blend" funding streams for social services in order to encourage cooperation and discourage overlap at the local level. In this, California has anticipated the move at the federal level to blend funding through block grants to the states. Legislators, foundations and other funders are seeing that if they blend the funds, this will encourage cooperation at the local level.

Collaboration is not easy. While the Commission has a progressive perspective on the problems of poverty, it has struggled when it has had to take stands that run against popular ideas or when various members of the Commission have had to support initiatives that would challenge their own organizations. The Commission has even had to contend with challenges from outside groups. For instance, the ACLU questioned the Commission's efforts to encourage various agencies involved with serving the poor to share information on common clients on privacy grounds.

Synopsis of Programs Serving the Urban Poor

Adult Basic Education (ABE), English as a Second Language (ESL), Vocational ESL (VESL), and non-credit Vocational Education

Of all of SDCCD's programs, these serve the largest number of low-income students. Adult Basic Education (ABE), ESL and Citizenship classes compose approximately 38 percent of enrollment in SDCCD's continuing education programs. The total ABE/ESL/Citizenship enrollment for 1995-96 was 29,586. Of these, 86 percent were enrolled in ESL classes, 4 percent in ABE and 5 percent in Citizenship. The large enrollment in ESL can be attributed to the influx of refugees into San Diego from Somalia (2,000 families since 1992), Eastern Europe, Iraq, Guatemala, and Cuba and immigrants from Mexico, Central and South America, Vietnam and the former Soviet Union.

As one SDCCD staff member indicated, enrollment in ABE/ESL/Citizenship programs is a proxy indicator of economic and educational disadvantage. Only about one-fourth of the students enrolled in these programs have a high school diploma, and 10 percent have fewer than six years of previous education.

ABE/ESL classes are offered at six centers (and numerous off-site locations) throughout the city of San Diego and are free of charge (they are funded through reimbursement by the state based on enrollments). Except for selected intensive ESL courses, students enter at any time, are allowed to progress at their own rates, and are advanced to the next level of instruction as rapidly as they are ready. The length of time spent in the program depends upon the student's needs, interests, and goals.

Not surprisingly, attrition in these programs is very high and the district does not follow up on those who do complete in it. The tracking system currently being put in place for continuing education programs will help the college get a handle on the rates and reasons for attrition and the patterns of progress of literacy and ESL students through college programs. There is clearly a desire among teachers and administrators to see these courses do more than help students learn to read and write.

An important step in this direction is the Vocational ESL (VESL) program, which enables students to learn English while they are learning the basic nomenclature and skills needed to enter into rudimentary vocational training. The program was designed as a response to frustration over the relatively limited number of ESL students who progress from ESL programs to vocational education. Once ESL students attain basic proficiency in English, they tend to go out and get low-skill, low-paying jobs such as restaurant or janitorial work. The VESL program helps to bridge students into basic vocational education, which will qualify them to get a decent-paying job and prepare them for further education.

Working with vocational instructors in the relevant fields, SDCCD ESL staff have developed VESL curricula for transition into the following vocational programs: Electronic Assembly, Electronic Test Technician, Auto Mechanics, Light Service Technician, Welding, Machine Shop, Office Skills, Appliance and Refrigeration Repair and Nurse Assistant. VESL is taught in laboratories through self-paced instruction using computers and books with assistance from a teacher and assistants. VESL students spend about half the time learning general language for the world of work and the other half of the time on occupation-specific modules. VESL also includes instruction in interview techniques and job readiness skills. VESL is designed for students at the high intermediate level of ESL proficiency. It can bring someone reading at the fourth grade level up to the 8th grade level in 10 months. Ninety percent of students who complete VESL training go into vocational training, so the program has proved to be an effective bridge to more advanced learning.

There are now eight VESL labs throughout the district, each serving about 25 students per class. So the number of students in VESL is still small compared to the large numbers of students in ESL overall. There is clearly interest in using the VESL approach more widely, particularly among the GAIN staff, who are under great pressure to move welfare recipients into jobs.

There also clearly seems to be a potential for using a similar approach to connecting ABE programs, which of course are designed for native English speakers with low literacy and numeracy skills with vocational training leading to decent jobs. While SDCCD continuing education staff acknowledge that a Vocational ABE (VABE) would be a good idea, they maintain that it is difficult to recruit native English speakers into ABE courses of any sort. The typical native with low literacy has not done well in school and therefore is less than enthusiastic about spending time improving English or math skills. Such persons tend to want to go directly into job training or college courses, even if their lack of basic skills might hamper their progress in such training or their prospects for securing a decent job even after completing the training.

Jim Smith, Dean of Instruction for Continuing Education at SDCCD, argued that a better draw into literacy programs for native English speakers will be family literacy programs. He felt that while not everyone may want to or feel they can get a technical job, everyone wants to help their children. He believes it is a very powerful impetus when your children come to you with school work and you can't help them.

Although we heard family literacy touted by others in the district, the only place we heard of it being practiced was in New Beginnings—the joint effort between SDCCD, the San Diego Schools and various social service agencies to offer an integrated set of support services to children and their families through an elementary school in an inner city neighborhood.

SDCCD offers non-credit vocational training programs designed to place persons in entry-level jobs such as basic machinist, electronic test technician and nurse's assistant. These programs tend to be short term in duration typically lasting not more than four months. There does not seem to be much of a formal job placement service connected with these programs. Most placement seems to occur through relationships instructors have developed with employers. We heard from outsiders that the quality of these programs varies. The connectedness of instructors with industry is probably a key determinant of the quality of these programs.

There is articulation between non-credit and credit programs in some of the vocational areas-for example, welding. In electronics, the instructors teach both non-credit and credit courses. In machining, the machine shops are located right next to one another. The non-credit programs provide training in basic entry-level skills. The credit programs provide preparation for technician level jobs.

Non-credit	Credit
Electronic assembly	Electronic Technician
Basic Machinist (Operator)	CIM/Robotics Technician
	MachineTechnology

Willa Brown Aviation Project/Irvine Foundation

The goal of these efforts is to prepare welfare recipients to enter into education and training for high skill occupations. Their key approach is to provide an extensive orientation that includes career exploration and life skills development in combination with the necessary ABE/GED or ESL instruction in basic skills. Using this approach, these programs have been successful in enabling participants to move through into and through technical training and to secure placements in well-paying jobs.

GAIN (Welfare-to-Work)

GAIN (Greater Avenues for Independence) is California's welfare-to-work program. GAIN is mandatory for persons receiving AFDC (Aid for Families with Dependent Children), although not all AFDC recipients are served in the GAIN program.

SDCCD was one of the first pilot sites for the GAIN program and has since become recognized as a model of excellence in welfare-to-work. Participants are referred by the San Diego Department of Social Services (DSS). SDCCD's GAIN program offers ABE and GED and training in secretarial and other technical skills. The program targeted office skills, since office jobs were the kinds of jobs that the students said they wanted to pursue. Courses in plumbing and welding were also offered, but the GAIN students were not interested. The program works with participants for six months.

Since 1987 when the program began, SDCCD's GAIN program has served over 9,000 participants. Of these, approximately 55 percent have completed the educational program.

Most attrition occurs during the first week of class. The program has a job developer on staff who works with students "from day one" to find employment. The program is under increasing pressure to move participants into jobs as soon as possible. The target levels for job placements have tripled since 1993. The DSS is referring fewer and fewer GAIN participants to education. The Office Skills program has a completion rate of 84 percent and a job placement rate of 71 percent. The program is now required to track students for up to six months following their completion of the program.

With the new emphasis on employment in the recent welfare legislation, SDCCD's GAIN program is planning to pilot a "concurrent enrollment" or VABE approach, whereby students learn basic skills in the context of technical instruction. A VESL laboratory is already available to GAIN participants in SDCCD's Center City Skill Center. The staff of the SDCCD GAIN program warn that the new welfare legislation will pose especially great challenges for persons with limited English ability, since it imposes strict limits on the amount of schooling one can receive before getting a job. The problem, of course, is that even with innovative approaches such as VESL, one can only learn a new language so fast.

SDCCD's Collaboration with the San Diego Housing Commission

The SDCCD currently serves as a subcontractor on the following programs that are funded through grants awarded to the Housing Commission:

> *Low Income Housing Drug Elimination Grant.* The SDCCD's Continuing Education Centers have provided educational services in the form of basic education, ESL, job skill training and a variety of other non-fee classes to more than 100 public housing residents under this program.
>
> *Pre-Apprenticeship Demonstration Program.* During 1995-96, SDCCD provided basic skills, GED preparation and life skills instruction, as well as career assessment, to 17 young people during the first year of this HUD-funded program which aims to further the employability of youth living in public housing through a 26-week pre-apprenticeship training program. Other partners in this project are the Carpenters and Painters Union and the Latino Builders Industry Association.
>
> *Family Self-Sufficiency Workshops.* SDCCD adapted an 18-hour personal growth class in order to meet the welfare-to-work goals of FSS participants. Participants in the class explore career options, assess their interests and abilities, and learn life skills while developing a five-year plan to achieve economic self-sufficiency. More than 400 FSS recipients have attended these workshops since 1993.
>
> *Youthbuild.* SDCCD, the San Diego Housing Commission, the Associated General Contractors, and the MAAC project are partners in an effort to provide disadvantaged

youth who have dropped out of school with academic remediation and occupational skills training. These youth help to improve the community by working on public housing reconstruction projects. During its first year of operation, the project served 30 young people.

The Housing Commission has also recruited public housing recipients to participate in the following SDCCD programs:

San Diego Mesa College Step Up Program. Using a grant from the California Community Colleges Chancellor's Office, San Diego Mesa College introduces women to non-traditional occupations in the trades. Thirty-six FSS participants have been served under this program since 1992.

San Diego Mirimar College Heavy Equipment Training Project. This JTPA-funded program trains low-income adults for the labor market by providing instruction in the operation of heavy equipment and machinery for the construction industry. Eight FSS participants have received training under this project.

SDCCD - Willa Brown Aviation Project. Twenty-two FSS have been trained under this program, which seeks to introduce women on public assistance to careers in aviation.

The Housing Commission recruits participants for these programs from the Family Self-Sufficiency (FSS) Program, in which public housing recipients are required to prepare and follow a five-year plan for achieving economic self-sufficiency. Because FSS is an unfunded mandate from HUD, local housing commission branches have had to find the necessary resources and partners with whom to carry it out. The San Diego Housing Commission has been aggressive in raising grant money to fulfill the mandate.

SDCCD has been a partner with the Housing Commission on a number of these projects. One example is the Willa Brown Aviation Project. With funding from the California Department of Education, the program seeks to enable female recipients of public housing to enter into SDCCD program in aviation fields in order to prepare for well-paying careers. The program leads to an aviation technician certificate that is recognized nationwide. In this project, the Housing Commission recruited public housing residents to participate. SDCCD provided the basic skills and remediation together with the technical training.

The program began with four weeks of orientation before school started. SDCCD adapted a personal growth course to help participants in the Family Self Sufficiency program develop their self-sufficiency plans. The program also included extensive career orientation with guest speakers from the aviation industry. An important part of the orientation was the students getting to know one another. This bonding helped produce a sense of comraderie and the realization by the participants that they are not alone in their predicaments.

Some of the students need to take remedial instruction, but they were still told "you're in college," to build their self esteem. Staffers told us that people in poverty are accustomed to failure. Some also have to deal with cultural barriers to education. For example, a Latina in the program was ridiculed by her family and friends for wanting to go to college and seek a career in aviation. Therefore, the initial support offered by the program is critical; without it there will be a high drop-out rate. After the first year in college, participants are on their own. Case management is provided throughout by staff of the Housing Commission.

With funding from the James Irvine Foundation, SDCCD and the Housing Commission will extend and formalize the career orientation program developed for the Willa Brown Aviation project. The foundation will steer recipients of public assistance to job training programs aimed at preparing for well-paying technical fields.

SDCCD's collaboration with the Housing Commission was motivated by the recognition that many of the students in literacy and basic vocational programs are recipients of public aid. SDCCD realized that if they were to help get these people in jobs, a variety of services were needed that the college does not provide. Therefore, it made sense to form a partnership with the Housing Commission, which not only provided access to students, but could also provide case management and other services that the college did not offer. The services provided by SDCCD include assessment and counseling, basic education, personal growth and career planning programs, pre-apprenticeship programs and occupational skills training. The FSS program currently does not provide job placement services, although the Housing Development staff recognize the need for one. In fact, a job developer will be hired under a new grant from HUD (Section 8) that was recently awarded to the Housing Development.

The Housing Commission and SDCCD staff who have worked on these projects insist that the only way they are going to continue to do what they have been doing in the face of welfare reform is through collaboration. Based on their experience helping poor women make the transition to living-wage jobs, they are, not surprisingly, critical of the new welfare laws. They argue that it is unrealistic to expect people with no work experience and no real skills to get a job that will pay a living wage. The Housing Commission staff base their arguments on a study from the Women and Poverty Project in Washington, D.C., which estimated that a single parent in Sacramento, California, with preschool and school-age children would need to earn the equivalent of $14.52 an hour in order to be self-sufficient in a true sense. Jobs that pay these kinds of wages invariably require technical education beyond high school. Preparing someone for post-secondary technical education takes time, especially if they start with limited basic skills.

San Diego City College Foundation Outreach Program

Through this program, SDCCD's Foundation provides intensive support to 25 inner-city young people who are poor and/or homeless in order to help them get through college. The staff of the

Foundation serves as surrogate parents for these students, helping them negotiate the bureaucratic process of registering for college and providing them with a full range of support, including finding them a place to live, when necessary. Students are referred from various agencies and programs for disadvantaged youth, including the Homeless High School, Teen Quest, Voices for Children and the Coming Together Foundation. In one case, the Foundation staff became court-appointed specialized advocates. In another case, a student was referred through the Board of Prisons.

The Foundation staff believe the students are intellectually able, but emotionally and socially immature. College is utterly foreign to most of these students, most of whom do not know anyone who has ever been to college. The desire to go to college is not enough. Extensive hand-holding is needed to get these students into the system and familiarize them with how things work. The staff believe that this is the only way to break the cycle of poverty, since the children of these students will also be much more likely go to college.

San Diego School-to-Careers Initiative

This initiative started in 1991 when a group of San Diego businesspeople approached the Mayor and said that they were having a hard time finding any qualified applicants among graduates from the San Diego Unified Schools.

San Diego applied for and received a federal School-to-Work Opportunities Act (STOA) implementation grant. The initiative is being carried out through a joint partnership between San Diego Unified School District, SDCCD, unions, the PIC (Private Industry Council), and the San Diego Chamber of Commerce. The Chamber seems to be playing a very active, positive role.

The major focus to date has been on teacher development. The main method has been job shadowing by teachers and students. Special effort has been made to involve teachers of academic subjects rather than vocational education teachers. One thing teachers have learned through the job shadowing experience is that oral communication is essential in the world of work, and the schools need to do more to teach communication.

According to Kay Davis of the San Diego Chamber of Commerce, a key principle of this effort has been to "tell it like it is"and be honest with young people about what it takes to make it in the world. She believes academic standards are set too low. As a result, students get off easy in school, but are unprepared for the harsh standards of the outside world.

In the STOA initiative, this principle is operationalized in the sense that business has been encouraged to tell its educator partners when things are not working. The experience of teachers in job shadowing has given them a sense of what life outside of school demands. Also, in sending students out for job shadowing, the initiative has made a policy in trying to make clear what employers expect -- not just in terms of skills, but dress, deportment and the like. The next step is to encourage companies to commit to offering paid internships. Thus far, the initiative does not seem to have included a specific focus on serving poor students or students in poor schools.

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Sinclair Community College Dayton, Ohio

GREAT Cities

UIC'S METROPOLITAN COMMITMENT

Case Study
Sinclair Community College
Dayton, Ohio

College Profile

Sinclair Community College serves Dayton, Ohio, and the surrounding communities in the Miami Valley. Sinclair's commitment to excellence and innovation is evident in its involvement in the League of Innovation, a coalition of 20 community colleges representing exemplary educational practice.

Approximately 20,000 students each year enroll in the college's credit programs (for a full-time equivalent enrollment of around 10,000). The college also offers non-credit programs, including customized training courses for industry, youth programs and special interest courses for the general public. The college does not offer ABE or ASE, which are provided through the high schools. Over 16 percent of Sinclair's student body are African Americans and 6 percent are members of other minority groups. This compares to a general population in Montgomery County that is nearly 18 percent African American and 1.5 percent other minority.

During the 1995-96 academic year, the college awarded 1,286 associate degrees— about 25 percent in non-technical fields and 75 percent in technical fields—and 162 certificates. Nearly 11 percent of graduates were African American and approximately 4 percent were members of other minority groups. The average time to graduation was 6.46 years (with a median of 3 years).

The employment outlook for the region is mixed. While there is some evidence of local demand for workers with information technology skills, most employment opportunities are in service industries, especially in food service and retail. These are jobs that traditionally have not required a college education. Continued downsizing by local employers has created a persistent sense of vulnerability for the Miami Valley workforce. Hospitals in the area are laying off in the face of changes in the health care industry. This will affect Sinclair's ability to place graduates from its Allied Health programs and to provide clinical opportunities for students currently enrolled in these programs. The anticipated retirement of auto workers and expansion of production at the local General Motors plants will create new employment opportunities, although it is not clear what the education requirements for these workers will be. (GM employs 20,000 residents in 11 plants in the area. Chrysler also has a plant in Dayton.) The outlook for employment at Wright-Patterson Air Force Base, the region's (and the state's) largest employer, appears stable, but increased employment opportunities are unlikely.

Sinclair Community College has made an explicit commitment to furthering the economic advancement of its service area by seeking to address the workforce development needs of the region. In 1992, Sinclair formed an Economic Assistance Committee made up of key administrators from within the college to develop a systematic strategy for the college's involvement in economic development. Every year the committee produces a report titled "Miami Valley Economic Assistance Initiative," which describes the college's accomplishments in economic development over the past year and lays out a plan for responding to economic trends in the region.

Sinclair has been actively involved in the planning of the "one-stop" Job Training Center that is currently under development in Dayton. The Center will bring together various social service and community agencies under one roof to help Dayton residents find jobs. Sinclair will have an office and a training room at the Center. Residents seeking to enter one of the college's programs will be assisted in registering and applying for financial aid. A delegation of those involved in planning the Dayton center have visited the one-stop center in Kenosha, Wisconsin, which is being used (to some extent at least) as a model for Dayton. Another model that is being used to guide the design of service delivery for the Dayton center is Sinclair's Experienced Worker Program, which helps dislocated workers over the age of 45 to find jobs. This program, which is in its ninth year of operation, provides the following services: comprehensive assessment and career planning, job search skills training, individualized occupational training, job search and referral assistance. The program also provides case management to participants from the time they enter until they secure employment. Counselors provide referrals to programs within the college as well as to community agencies. Because of the intensive support it provides to participants, the program has an excellent placement rate.

Approach to Serving the Urban Poor

Sinclair does not have an explicit focus on serving the urban poor. Rather, the primary vehicles through which the college currently serves the poor are concentrated in two programs, New Directions and JTPA. Both programs were developed in response to existing federal education and training legislation. These programs are described in more detail in the next section.

Synopsis of Programs Serving the Urban Poor

New Directions

In 1990, the Ohio Department of Human Services and Ohio Board of Regents signed an interagency agreement to establish the JOBS Student Retention Program. The purpose was to improve the retention and success of AFDC recipients attending one of Ohio's community colleges. Sinclair was one of five colleges in the state that piloted the program. By 1996, 33 colleges had established programs and over 16,000 students had been served. Each program is required to cooperate with the local county department of human services, which refers clients in the federal JOBS program who want to attend college.

Sinclair's program, which it operates in cooperation with the Montgomery County Department of Human Services, has been recognized as a model for welfare-to-work. Sinclair's approach is to provide intensive academic, personal, career and financial counseling for students during their first year at the college. Program participants enroll in a five-week program covering life skills, parenting, nutrition, keyboarding and how to succeed in college. Most students in the program have to take developmental (remedial) courses before they can enter college-level courses. The New Directions program offers pre-developmental instruction in math, communication and computers to students through a Flexible Learning Lab where students work at their own pace.

All entering students are required to take a computerized placement test designed by ACT to determine whether they need to enroll in developmental courses. The New Directions program will not take students who test into the lowest level developmental courses, since it has found that these students take too long to advance to college-level courses and are prone to drop out. The program refers these individuals back to the Department of Human Services.

The program also provides intensive case management, meeting monthly with each participant and keeping track of them via frequent progress reports. The staff of the program argues that this level of support is necessary, since most welfare recipients are not ready to succeed in college. This is despite the fact that the participants in the New Directions program must have a high school diploma or a GED certificate. Child care is provided by the Department of Human Services (DHS). There is a large day-care center with Headstart and other programs for low-income families located across the street from the college. New Directions staff refer participants to various other human services agencies for assistance with substance abuse, family, mental health and other problems.

A new cohort of 15 to 20 students enters the program every five weeks. The program works with students for up to four quarters. After that, there is often informal follow-up communication with those who have "graduated" from the program. At present, the program does not provide job placement services. Students are expected to find jobs on their own. They can, of course, use the college's Career Placement Center, if they choose.

The program has established a system to track the progress of students currently in the program and those who have graduated from it. The Montgomery County Department of Human Services helps the program keep track of employment outcomes for participants using its database on AFDC clients. As of Fall 1996, nearly 1,400 students had enrolled in the program since its inception in spring 1990. Of these, approximately 1,300 enrolled in courses at the college. One hundred (100) have graduated with associate degrees. A recent survey indicates that the program's graduates are earning an average of $22,500 for those employed full-time and $9.30 an hour for those employed part-time. Approximately 260 participants were still enrolled at Sinclair Community College. Another 206 completed at least 60 credit hours but are no longer enrolled at the college. One hundred of these are employed in jobs paying $6.25 on average, and 128 of the 206 are no longer on welfare.

Recent changes in welfare law at the state and federal levels have necessitated changes in the goals of the program and created an uncertain future for New Directions and other programs like it throughout Ohio. In 1995, the Ohio legislature passed House Bill 167 which anticipated the federal welfare legislation recently signed into law by President Clinton. The bill places a priority on getting welfare recipients into jobs as quickly as possible. House Bill 167 required welfare recipients who are enrolled in college to work eight hours per week in unpaid work through the Work Experience Program (WEP) or in paid employment. In response, the Department of Human Services and Board of Regents changed the JOBS program from a student retention program to a work-study program. For its part, Sinclair became a WEP site, and the New Directions staff worked assiduously with other departments in the college to set up unpaid work experiences for New Directions students. The life skills course was replaced by a new "Workplace Readiness Skills" course required of all New Directions students. In addition, the Department of Human Services and the Board of Regents are requiring much more extensive tracking and reporting of students' work experiences. New Directions is in the process of expanding its tracking system to comply with the new requirements.

The new federal welfare law signed into law in the summer of 1996 seems likely to force the program to focus even more heavily on job placement rather than retention in college. Whereas the Ohio Law required eight hours of paid or unpaid work experience for JOBS program students, the federal law may require as many as 20 hours of work a week. Add to this the 12 hours of course work for full time students and this becomes a heavy load for a mother with children, although child care is covered under the law. Both Ohio and federal laws place a two-year limit on education for welfare recipients before they get a job. Given that it typically takes three years or more for students to complete their programs at Sinclair, long-term education seems a less and less viable alternative for welfare recipients, even though education is increasingly the only path to well-paying jobs with a future.

Even with this new emphasis on WEP and job preparedness, the program is getting fewer and fewer referrals from DHS case workers, who are under great pressure to move recipients immediately into jobs. DHS has contracts with two organizations to provide "Job Club" services to welfare recipients. According to New Directions staff members, these "Job Clubs" include very little job readiness preparation and typically involve putting clients in a room with telephones and the want ads. Not surprisingly, the New Directions staff believes that this focus on immediate job placement is misguided. They believe that the new laws are going to create a new class of the "working poor," only this class will be poorer. Their experience over the past year with trying to find unpaid work for students as part of the Work Experience Program has convinced them that most of these individuals are not "work ready." Most lack the coping skills needed to hold down a job. According to one staff member, "Many clients have poor problem-solving skills, so when they confront a problem, they just quit. These skills take a long time to develop, especially for those who don't have a stable work history."

As the numbers of referrals from DHS have declined, so has enrollment in the program. Only 30 students entered the program in the Fall of 1996. This compares with an average of 50 new students in years past. Since the beginning of the term, the program has picked up another 15 to 20 students referred to Sinclair by DHS case workers who had heard about the success of the college's WEP program and were eager to find placement opportunities for their clients. Sinclair did receive a grant for $310,000 to continue the program in fiscal year 1996—with the new focus on job preparation, of course. Still, the program's future beyond this year is very questionable.

Sinclair and other colleges with JOBS programs throughout the state are advocating broadening the program to serve individuals on any kind of public assistance, not just AFDC cash assistance. New Directions is also trying to promote its program within the college as a model for the sorts of retention services that are needed by students college-wide, not just by welfare recipients.

JOBS Teen Program

Since 1992, Sinclair has also operated a program for teenagers whose parents are welfare recipients and participants in the JOBS program. The aim of this program is to keep these teens in school and urge them to continue their education beyond high school. The program includes a five-week Summer Enrichment Institute, in which students attend classes designed to enhance their academic, career and leadership skills. Special emphasis is placed on giving teens the opportunity to use computers as part of learning. The teens also take part in field trips and a service project. The program continues during the school year with seminars and activities after school and on Saturday. Throughout the program, teens are provided with intensive case management and are referred to agencies and community groups according to their needs. In 1995-96, the program served 65 teens.

JTPA

Since 1990, over 545 students have enrolled full-time at Sinclair with support from JTPA programs, including Title III (displaced workers), Title IIA (economically disadvantaged), Title IIC (youth) and the eight-percent program. JTPA pays tuition, fees, and books for students not eligible for other federal or state grants. Of the 545 students, 117 (21 percent) have graduated with associate degrees or certificates and 313 (57 percent) are still enrolled in the college.

In the summer of 1993, a survey was conducted to determine the employment status of Sinclair graduates who had attended the college using JTPA funds. Of 126 surveys mailed, 76 were completed, for a response rate of 60.3 percent. Graduates who majored in Allied Health fields and those who majored in Business each accounted for 40 percent of the respondents. The remaining respondents were divided among Sinclair's four other academic divisions. Of the 76 respondents, 71 were employed and 60 had full-time positions. Hourly wages ranged from $4.75 to $17.75. The average hourly wage was $11.50. More than 80 percent reported receiving health insurance and paid vacation. Similar results were obtained from a survey of 90 JTPA students who graduated between June 1993 and December 1995.

JTPA-funded students enter the college through the same Adult ReEntry office that runs the New Directions program. JTPA students are required to meet with a counselor when they enroll. The counselor also tries to be available to assist students throughout their time at Sinclair, although with only one counselor and over three hundred students currently enrolled, only a limited level of support that can be provided.

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